DOCUMENT RESUME

ED 142 790 08 CE 011 928

AUTHOR Spear, George E., Ed.
TITLE Adult Education Staff Development: Selected Issues, Alternatives and Implications.
INSTITUTION Missouri Univ., Kansas City. Center for Resource Development in Adult Education.
SPONS AGENCY Office of Education (DHEW), Washington, D.C.
PUB DATE Apr 76
GRANT OEG-73-5213
NOTE 107p.; Some parts may be marginally legible due to print size of the original document

EDRS PRICE MF-$0.83 HC-$6.01 Plus Postage.
DESCRIPTORS Adult Education; *Adult Educators; Agency Role; *Federal Programs; Information Dissemination; Information Networks; National Programs; Needs Assessment; Performance Based Teacher Education; Regional Programs; Resource Centers; *Staff Improvement; State Departments of Education; *Teacher Education; Teacher Educators
IDENTIFIERS Office of Education; United States

ABSTRACT

Based on the experience of 10 separate regional projects in the program in adult educator staff development promulgated by the U.S. Office of Education (1972 to 1975), this publication contains a series of position papers, each of which presents an aspect of the 3-year experience. Some chapters are descriptive of a particular emphasis and/or design of an overall staff development effort (e.g., needs assessment, training trainers, and State department inservice education); others deal more directly with essential aspects of adult staff development programing as experienced by one or more regions. The contents are divided into four parts: Part I, Adult Educator Staff Development; Part II, Adult Educator Training; Part III, State Educational Agency Involvement; and Part IV, Systematic Diffusion of Adult Staff Development. An epilogue summarizes the outcomes of the endeavor and speculates on the future of a national system for the development of professional adult education. Three pages of references follow. (BL)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED142790

Adult Education Staff Development:

Selected Issues, Alternatives and Implications

Edited by:
George E. Spear

Center for Resource Development
in Adult Education
University of Missouri-Kansas City
School of Education
Kansas City, Missouri 64110

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

OE 011 928

April, 1976 The project reported herein was performed pursuant to a grant from the U.S. Office of Education, Department of Health, Education and Welfare. The opinions expressed herein, however, do not necessarily reflect the position or policy of the U.S. Office of Education, and no official endorsement by the U.S. Office of Education should be inferred.

Grant No. OEG-73-5213 (Spear)

Acknowledgements The editor acknowledges with appreciation the work of Dr. James M. Kincaid in providing not only organization but wisdom to the presentation of the subjects included in this publication.

Also, gratitude is expressed for the efforts of Ms. Jan Read in preparing the manuscript for printing and publishing.

Contributing Authors

Edward T. Brown — Educational Consultant
(formerly) Director
Region IV Adult Basic Education Staff Development Project
Southern Regional Education Board
Atlanta, Georgia 30313

Vincent De Sanctis — Assistant Dean for Community Education
The Williamsport Area Community College
Williamsport, PA 17701
(formerly) Director, Region II Staff Development Project
Montclair State College
Upper Montclair, New Jersey

Aubrey Gardner — Director
Adult Education Program
Northwest Regional Educational Laboratory
Portland, Oregon 97204

David M. Haggerty — Graduate Research Assistant
Project ACT
Colorado State University
Fort Collins, Colorado 80521

John Hartwig — Consultant
Adult Education
Iowa State Department of Public Instruction
Des Moines, Iowa 50319
(formerly) Project Director
Adult Career Education
Counseling Project
Northwest Regional Education Laboratory
Portland, Oregon

John N. Hatfield — Associate
The University of the State of New York
State Education Department — Division of Continuing Education
Albany, New York 12234
(formerly) Project Director
HEW Region V Staff Development Project
School Management Institute
Westerville, Ohio 43081

Shelby L. Johnson — Associate Director
Parent Education Demonstration project
Southern Association of Colleges and Schools
Atlanta, Georgia 30308
(formerly) Assistant Director
Region IV Adult Basic Education Staff Development Project
Southern Regional Education Board
Atlanta, Georgia 30313

James M. Kincaid, Jr. Professor of Adult Education
Colorado State University, and
Director, Adult Competency Training
Project ACT, HEW Region VIII.

Buel R. Lyle Project Director
University of Texas
Division of Extension
Austin, Texas 78712

(formerly) Region VI Staff Development Project Director
University of Texas
Austin, Texas 78712

Kenneth Mattran Assistant Professor
Adult Education
University of Nebraska

(formerly) Director
New England Regional Adult Education
Staff Development Project
University of New Hampshire
Durham, New Hampshire 03524

Sheila A. Schroeder Doctoral Candidate
University of Texas A & M

(formerly) Program Coordinator (Project ACT)
Department of Education
Colorado State University
Fort Collins, Colorado 80521

Jessie K. Ulin Director of Special Projects
National Association for Public and Continuing
Adult Education
Washington, D.C. 20036

(formerly) Project Director
Region III Adult Basic Education
Staff Development Project
Conferences and Institutes Division
University College
University of Maryland
College Park, Maryland 20742

Russell C. Wilson Professor
Adult and Occupational Education
Kansas State University
Manhattan, Kansas 66502

(formerly) Director
Region VII Staff Development Teacher
Training Project
College of Education
Kansas State University
Manhattan, Kansas 66502

Introduction

Adult Educator Staff Development, about which the readings in this book were written, has become of increasing portent to those in the field. The thrust toward recognition as a profession and discipline for Adult Education, has heightened the challenge to better educate and train its existing and potential personnel. Thus, decisions about resource allocation, operational design, and effective delivery systems for staff development have come to the forefront among issues and concerns in the field.

This anthology of readings emanates from an accumulative experience of thirty Project-years in Adult Education Staff Development operations. Dispersed throughout the United States, for the period 1972-1975, were ten separate Projects.[1] Each was dedicated to the ideal that a systematic, cohesive and effective educational and training program for adult educators within the respective Project area was an essential to the continued growth and development of Adult Education in that area. Additionally, it was expected that the three-year developmental period granted each Project would suffice to establish and implement a self-sustaining Adult Staff Development system especially adaptive to the needs of each Project area (i.e., HEW Region). Collectively, these ten extensive and intensive regional systems would represent a decentralized but interlocking national Adult Staff Development thrust.

This book is not an evaluation of the efficiency or effectiveness with which the above described "ideals" were achieved.[2] It is rather a compilation of "position papers" presented by nine of the ten Projects and authored by Project Directors, Co-directors, and/or Project Associates or Assistants. Thus, while the readings are in part representative of the experiences of a particular regional Adult Staff Development effort, they are also — in several instances — statements of beliefs and opinions about how and why, given a distinct purpose and situation, a certain phase of the overall Adult Staff Development process might best be accomplished. In this latter emphasis, selected readings may be useful to the reader as broad statements of procedures or guidelines for planning, implementing, evaluating, and disseminating Adult Educator training and education processes and principles at an institutional, local community or multi-community level.

As the reader of this text will determine, the chapters presented herein are generally discursive in style. No attempt was made to develop the articles in keeping with a rigorous research format. To have done so would have defeated a major purpose of this publication. That purpose was to present experiences and ideas that would be substantial in content yet provocative and catalytic to additional dialogue and deliberation by its readers.

While less than an exhaustive treatise of Adult Staff Development theory and practice throughout the nation, this series of readings is unique as a publication in that it does present, under a single cover, the theory and practice of Adult Educator Staff Development as applied region-by-region, nationwide during the early 1970's.[3] Thus these readings, though representative of relevant theory, are expectantly more important for the significant contemporary practice and experience they portray.

James M. Kincaid, Jr.
Professor of Adult Education,
Colorado State University, and
Director, Adult Competency Training
Project ACT, HEW Region VIII.

[1]The U.S.A. is divided into ten multi-state regions for purposes of decentralizing the development and facilitation of Health, Education and Welfare programs of the Federal Government. During the years 1972-75 each of the ten regions was the locus of a region-wide Adult Educator Staff Development Project. Though general guidelines were provided nationally for the planning, implementation and evaluation of the programs, each region had considerably autonomy in the specifics of design that would be necessary to meet Adult Staff Development needs in the region. Projects were funded under grants from the U.S. Office of Education (USOE), Bureau of Adult and Vocational Education, Division of Adult Education, Washington, D.C.

[2]Readers interested in evaluations of and other information about several regional projects are referred to: (1) J. A. Bosco. *An Evaluation of Regionalization in Staff Development in Adult Basic Education* (conducted for the Center for Resource Development). Kansas City: School of Education, University of Missouri-Kansas City, November 1975. (2) the U.S. Office of Education, Bureau of Adult and Vocational Education, Division of Adult Education for terminal reports and other information about the ten regional projects.

[3]"Region by region, and nationwide" with the exception of HEW Region IX.

Prologue

During the years 1972-1975, a multi-dimensional, nation-wide program in Adult Educator Staff Development was promulgated by the U.S. Office of Education.[1] Within these covers are a series of chapters, each of which presents an aspect of the three year experience. Some of the chapters are descriptive of a particular emphasis and/or design of the overall Staff Development endeavor enacted by a given Health, Education and Welfare Region. Other chapters deal more directly with essential aspects of Adult Staff Development programming as experienced by one or more regions. As reading progresses, the reader will note that Chapters I, II, IV and VIII are primarily descriptive of a given region's Adult Staff Development effort. Chapters III, V, VI and VII tend to develop a general theme or concept as an essential aspect of Adult Staff Development. Several of the chapters imply beliefs and opinions about how best to accomplish one or more facets of an effective Adult Staff Development endeavor.

The above noted groupings of four chapters each could have served as the basis for organizing the material in the total text. However, it was decided that a more meaningful ordering of the selections was possible and that it would facilitate a reader's perusal of the total manuscript. Thus the eight chapters were subdivided into four parts and appear in the text as follows:

PART I ADULT EDUCATOR STAFF DEVELOPMENT
- Chapter I Staff Development in Adult Education: An Evolving Process
- Chapter II Staff Development: The Interaction of Individual and Organizational Change
- Chapter III Needs Assessment for Adult Education Staff Development

PART II ADULT EDUCATOR TRAINING
- Chapter IV Competency-based Individualized Training Programs for Adult Educators: A Non-traditional Approach to Adult Staff Development
- Chapter V The Trainer of Trainers

PART III STATE EDUCATIONAL AGENCY INVOLVEMENT
- Chapter VI Improving State Department In-Service Education
- Chapter VII Communications With State Education Agencies

PART IV SYSTEMATIC DIFFUSION OF ADULT STAFF DEVELOPMENT
- Chapter VIII Dissemination: Given Sufficient Resources

Suggestions for reading of this publication are: If a reader's desire is to accomplish an extensive overview of the Adult Staff Development theory and practice described in this book, then one is advised to begin with Part I and to progress through the total publication taking each subsequent Part in order. If, however, a reader wishes to focus upon certain aspects of the Adult Educator Staff Development experience portrayed herein, then one might wish to read on a chapter-by-chapter basis at random. In either case, it is recommended that the reader peruse the introduction to a given Part prior to reading a chapter or chapters in that Part. Thus may each reader find the content of this publication both informative and challenging.

J. M. K.

[1]See INTRODUCTION.

Table of Contents

Acknowledgements i

Contributing Authors iii

Introduction v

Prologue vii

Table of Contents ix

Part I ADULT EDUCATOR STAFF DEVELOPMENT

Chapter I Staff Development in Adult Education: An Evolving Process 1

Chapter II Staff Development: The Interaction of Individual and Organizational Change 15

Chapter III Needs Assessment for Adult Education Staff Development 26

Part II ADULT EDUCATOR TRAINING

Chapter IV Competency-based Individualized Training Programs for Adult Educators: A Non-traditional Approach to Adult Staff Development 39

Chapter V The Trainer of Trainers 63

Part III STATE EDUCATIONAL AGENCY INVOLVEMENT

Chapter VI Improving State Department In-Service Education 75

Chapter VII Communications With State Education Agencies 81

Part IV SYSTEMATIC DIFFUSION OF ADULT STAFF DEVELOPMENT

Chapter VIII Dissemination: Given Sufficient Resources 95

Epilogue 103

Part I

Adult Educator Staff Development

PART I

ADULT EDUCATOR
STAFF DEVELOPMENT

This introductory section was organized around three readings which are at once similar and diverse in content. However, all contribute to the revelation of Adult Staff Development as a dynamic and maturating endeavor within the field of Adult Education in general and for Adult Basic Education in particular. Contained within this Part are:

STAFF DEVELOPMENT IN ADULT EDUCATION: AN EVOLVING PROCESS

- Staff Development in Adult Basic Education
- Defining Staff Development
- Evolution of USOE Staff Development Efforts
- Region II's Response
- A Systems Model for Adult Education Staff Development
- Staff Development: Its Future

STAFF DEVELOPMENT: THE INTERACTION OF INDIVIDUAL AND ORGANIZATIONAL CHANGE

- The Staff Development Specialist
- The Function of the Role
- Individual Personality Factors
- The Organization Settings
- The Next Steps

NEEDS ASSESSMENT FOR ADULT EDUCATION STAFF DEVELOPMENT

- Introduction (to needs assessment)
- Conducting a Survey
- Analysis of the Data
- Ancillary Benefits

The readings in Part I reveal an historical overview and a considerable description of contemporary Adult Staff Development. They provide models for a systematic application of theory and principles. This Part is of particular significance to a reflection and further discourse about the nature and scope of Adult Staff Development.

CHAPTER I

STAFF DEVELOPMENT IN ADULT EDUCATION: AN EVOLVING PROCESS

Vincent De Sanctis

Recent efforts in the adult field of teacher education toward more structure and clarity results from what must be viewed as a process of evolution. Those who now bear major responsibility for adult basic education (ABE) staff development under PL 93-380, particularly state directors of adult education, will find useful a synthesis of some of the ideas and practices which have emerged in the recent past as part of the movement.

Adult Basic Education, as a public program only ten years old, is in a state of flux. Born in the euphoria of The Great Society, the intent of the national ABE program has never truly been made clear.[1] Is it a literacy program for the attainment of minimal standards in reading, writing, speaking and mathematics?[2] Is it for personal growth of the adult but intended to have impact on the adult's children?[3] Is it a program designed for the economic benefit of the individual as well as society?[4] Is it a program to provide an individual with minimal survival skills (Adult Performance Level Study, 1973) or coping skills (Adkins, 1973)? Is it an opportunity to acquire "civic literacy"[5] or is it some combination of the above? Whatever is intended, and the changes in the 1974 legislation clearly indicate a continued expansion of the scope of ABE,[6] it is essential that in considering staff development these multiple purposes be kept in mind.

Staff Development in Adult Basic Education

Most ABE administrators and teachers have participated in activities labeled variously teacher training, staff development, inservice or preservice training, or college courses, and have emerged with some personal definition of staff development. In 1971-1972 seventy-two percent of all ABE personnel, according to the National Center for Educational Statistics (1974), received some type of training as reported by the State ABE Directors.[7] Staff Development is often the term attached to any activity that provides training to members of a staff, including staff meetings for reviewing routine administrative matters. Great variations are associated with the term in practice.

As Kidd (1974) notes, adult educators are still in search of adult learning theories, which applies equally to the more specific area of ABE. Such a situation warrants caution in the implementation of particular staff development programs. However, even at a preliminary state, it is reasonable to undertake some staff development in ABE, in view of the nearly unanimous agreement, as suggested by Ulmer (1974) and others, that adult educators (mostly moonlighters) need some initial preparation as well as continuous training in order to ease their transition from a teacher-centered to a learner-centered environment. Recognizing that substantial gaps exist in the information that is currently available, there are a variety of ways that ABE staff development needs can be addressed by those responsible.

The following provides a broad understanding of staff development in reviewing: the historical evolution of ABE staff development and the experiences of one HEW Region which sought to create an awareness for ABE educators of the potential of processes such as Competency-Based Teacher Education (CBTE); by noting some emerging CBTE-type efforts; and finally, and undoubtedly most importantly, by describing a process that may provide a systematic rationale for ABE staff development as it becomes almost exclusively a responsibility of state departments of education.

Defining Staff Development

The current legislation under which the ABE program operates provides for staff development. According to the adult education legislation:

> The Commissioner is authorized to make provision for training persons engaged, or preparing to engage, as personnel in adult education programs designed to carry out the purposes of this title, including the payment of such stipends and allowances (including traveling and subsistence expenses, if any, for such persons and their dependents) as the Commissioner may determine by regulation. The

Staff Development in Adult Education: An Evolving Process (continued)

> Commissioner may provide such training directly or by contract or he may provide for such training by making grants to institutions of higher education, state or local educational agencies, or other appropriate public or private agencies or organizations (Adult Education Act).

Between 1966 and 1970 responses to this legislation resulted in teacher training programs that were short-term in nature, eclectic in content, usually held during the summer, and sponsored by institutions of higher education. Although the legislation did not define staff development, most of the subsequent federal guidelines and programmatic responses did in fact define staff development as the preservice or inservice training of ABE personnel in a grab-bag of skills, knowledges and behaviors through two, three or four-week summer institutes. Their common characteristic was a crisis orientation, dependent upon the current year's training priorities and the predictable last minute modification of grant awards to training institutions. Even shorter notice usually was given to state departments, the agencies responsible for nominating participants. The latter frequently resulted in attendance by teachers who were available, rather than the priority trainee groups intended, thereby unwittingly creating a cadre of institute attenders.

ABE educators espouse and frequently practice andragogical[9] or mathetic[10] techniques in relating to the ABE client. Rarely, however, in practice do those responsible for staff development treat adult educators as adult learners, who might rightfully expect those principles regarding self-realization to be applied to their own learning. To paraphrase Malcolm Knowles, adult educators as adult learners are a "neglected species."

Evaluation of USOE Staff Development Efforts

Staff development for purposes of definition here is a continuous process of identifying the knowledge, skills, attitudes and behaviors necessary for individuals to manage effectively learning environments and by providing educators an opportunity to acquire these competencies. For individuals a commitment to staff development requires acceptance of a responsibility for life long learning. Programmatically staff development can be seen as the extent to which provisions have been made for a continuous process of identification of needs, availability of training, and reassessment of an educator's knowledge, skills, attitudes and behaviors.

Because of the nature of the early years of the ABE program — a program with little precedent and with an acknowledged lack of trained personnel — stop gap measures were instituted for staff development. The earliest efforts were by necessity summer institutes. In the beginning these institutes covered such topics as the psychology of the undereducated adult, materials and methods in teaching adults, administering ABE programs, and recruitment and promotion of the ABE program. In subsequent years, the pursuit of teacher training funds become more competitive and the era of grantsmanship emerged. Enterprising college and university staffs wrote proposals to include the latest jargon and "in" topics. This caused such anomalies as teachers acquiring skills in PERT chart preparation, attempting to master the intricacies of PPBS, and preparing behavioral objectives for a program and a clientele they had little knowledge about and which they would serve an average of only 4-6 hours a week.

There was much dissatisfaction with this system. A short-lived response by USOE was to support a university resource person in the regions to provide on-going assistance to the states. This approach had only mild success in a few regions. While many states continued to depend on the nationally funded institutes, and to a lesser extent on the university specialists to provide training for their staff, other states utilized a portion of their state grant moneys to initiate training programs on a more immediate, frequent and long term basis.

New Jersey, for example, since 1966 has operated a network of adult education resource centers, through a combination of state and federal funds, that provide monitoring, technical and information services and year round training assistance to all federally funded ABE. In recent years, services were extended to state supported GED programs. New York State developed a cadre of highly trained ABE personnel employed at selected adult learning centers throughout the State. Other states responded in varying ways.

In 1969, the HEW Region IV states (Alabama, Florida, Mississippi, Georgia, South Carolina, Tennessee, and later joined by Kentucky and North Carolina), in cooperation with the Southern Regional Education Board (SREB), an Atlanta based organization created to serve southern colleges and universities, submitted a proposal to USOE that resulted in a regional adult education staff development plan involving both state departments and institutions of higher education. As described by Kozoll (1972), the thrust of the regional plan was decidedly toward the establishment and maintenance of graduate level programs in close cooperation with state departments of education to serve designated geographical areas within each of the Region IV states. Staff Development was beginning to shed its eclectic, short-term orientation and assume the stature of a more permanent and coherent system.

USOE, pleased with the results of the SREB Project, decided to establish comparable projects in each of the other nine regions. In October, 1971, a policy paper from the Associate Commissioner Dr. Robert Worthington (1971), to selected USOE adult educators read in part:

> In Fiscal Year 1969 the Division of Adult Education Program funded an experimental Regional Adult Education Staff Development Program in Region IV. The model offered promise of providing a strategy which could have national application — an effort coordinated by the eight State ABE Directors to develop resources for their State for teacher and staff development within a regional framework.

The policy paper proceeded to identify the results of the program as perceived by USOE.

1. Effective coordination between the eight state directors of adult education and their organization and two or more universities in each state.
2. Joint planning by state department, university personnel and local ABE personnel to meet short-term and long-term adult education staff development needs. Each state developed a plan for meeting its needs and these plans were coordinated regionally.
3. Establishment of a capability among local ABE staff to plan and provide leadership in their own inservice training activities.
4. Establishment of faculty capability in adult education in twenty-two universities in the region with corresponding graduate and undergraduate curricula, and inservice training services.
5. Development of complementary areas of expertise in adult education among participating institutions. These areas of expertise were designed to meet regional needs.
6. Direction of state and local funds into adult education staff development which otherwise would not have been utilized to meet adult education training needs.

As a consequence, the policy paper continued, $2,500,000 of Section 309(c) funds would be allocated each year for three years to establish regional systems in all ten regions. Attached to the policy paper were seventeen "Instructions for Regional Adult Education Staff Development Programs" which were used as criteria in the development of the proposals submitted from the other nine regions.

Staff Development in Adult Education: An Evolving Process (continued)

By 1972, all ten regions had initiated regional systems. Because of unique characteristics too numerous and diverse to mention, each regional system deviated in varying degrees from the original Region IV model. The Projects were funded through June 30, 1975.

P. L. 93-380 enacted in 1974 provides funds for Staff Development which are to be allocated on a formula basis directly to the states. It was reasoned that if the regional projects had attained their objectives the states should be capable of assuming responsibility for the various staff development programs, systems, structures created or expanded. A second major factor was the desire of many state directors to assume control over Staff Development funds and goals. A third factor was the general revenue sharing approach encouraged by the administration, seasoned by the traditional horse trading that Summerfield (1974) and others have shown to be part of the legislative process. The impact of this decision awaits the test of time.

Region II's Response

Following the issuance of the Worthington Policy Paper, Montclair State College, Upper Montclair, New Jersey, because of its previous involvement with summer institutes and continued administration of one of New Jersey's Adult Education Resource Centers, expressed an interest in submitting a proposal as the Region II grantee for the Staff Development Project. After lengthy discussions with and unanimous support of the Region II State Directors, Montclair State College submitted a proposal to USOE which sought to introduce to the states, through the regional staff development process, the CBTE concept. Some Region II state department staff evidenced knowledge of some elements common to a CBTE type process and were responsive to such an approach. Although new definitions were appearing with increased regularity the one offered by Elam (1971) was considered useful for purposes of introducing the concept.

Elam defined CBTE to encompass:

1) Competencies (knowledge, skills, behaviors) to be demonstrated by the student are:
   - derived from explicit conceptions of teacher roles
   - stated so as to make possible assessments of student's behavior in relation to specific competencies
   - made public in advance
2) Criteria to be employed in assessing competencies are:
   - based upon, and in harmony with, specific competencies
   - explicit in stating expected levels of mastery under specified conditions
   - made public in advance
3) Assessment of the student's competency:
   - uses his performance as the primary source of evidence
   - takes into account evidence of the student's knowledge relevant to planning for analyzing, interpreting, or evaluating situations or behavior.
4) The student's rate of progress through the program is determined by demonstrated competency rather than by time or course completion.
5) The instructional program is intended to facilitate the development and evaluation of the student's achievement of competencies specified. (p. 67)

The above definition, along with a basic systems model, was used as an organizing vehicle to determine the current status (1972) of staff development in ABE. Five categories were identified which seemed particularly useful for this purpose. They were: 1) the nature and extent of criticism of ABE staff development, 2) the extent and nature of what was known about ABE instruction, 3) the significant features of CBTE, 4) the design of CBTE type programs in ABE staff development, and 5) the nature and availability of tools and methods appropriate for use in CBTE type programs.

The knowledge necessary to justify ABE teacher training was clearly lacking in light of the questions as raised by Griffith in 1970:

> What kind of teachers (race, sex, I.Q., personality, motivation) are most effective as measured by what instrument in teaching what kind of students (age, sex, I.Q., motivation) what kind of content (job related, hobby, family, health, recreation) at what level of cognitive complexity using what methods and what teaching style in what setting? (p. 5)

A year later Hoffman and Pagano (1971) concluded, after a nation-wide study that included on-site visitations, that most staff development efforts in ABE were poorly designed and executed and few exceptions could be found. The Center for Resource Development in Adult Education at the University of Missouri-Kansas City, after both an extensive review of extant training documents and a national survey of professional opinion in 38 states, confirmed the conclusion of Hoffman and Pagano. They stated: "The most singular discovery emerging from the nearly 18 months of study devoted to this Project is how little is known about adult basic education teacher training by those most closely associated with it — its supporters, administrators, practitioners and participants." (Vol. IV, 1972:1)

A few studies sought to identify teacher competencies thought important to the ABE program. Marcano-Blanco (1965), Davison (1970), Fenn (1972) and Smith (1972) provided some understanding of the extent and nature of ABE instruction. Concurrently, knowledge of the characteristics of the ABE client was also being gathered. The first significant compilation of such knowledge was in the literature review by Anderson and Niemi (1969).

In 1971 Tough published his *Adult's Learning Projects* which raised a number of questions as to how adults learn. Unfortunately there was little evidence that ABE program designers and practitioners were aware that traditional views as to how adults learn were being challenged.

In addition to new knowledge about ABE clients characteristics and how they learn, a project was funded in 1971 by USOE to determine the content most appropriate for ABE. The typical ABE program was a basic literacy program built around results on standardized tests. The University of Texas was encouraged to seek a new definition of literacy and the Adult Performance Level Study Project or APL Study resulted.

As already noted, the Region II Staff Development Project proposal was written with increased awareness of the potential of the (CBTE) or (PBTE) movement gathering momentum in the training of K-12 educators. Assessment of ABE teacher training in light of the elements in Elam's definition revealed a great disparity between ABE teacher training practice and that considered desirable.

Although rare during the late sixties and early seventies there were a few training efforts that approximated the direction encouraged by CBTE. One such example was the 1971 summer institute conducted by Jersey City State College in the training of ESL teachers (Tiscornia, Taschler and Schifano, 1972). Through the use of video taping, live classrooms, peer critique and master teacher modeling, a substantial effort was made to implement what heretofore had been more gospel than practice.

The final trend was the increasing availability of tools and instruments essential to implementing a CBTE type training program in ABE. Throughout the sixties much research was undertaken using interaction analysis, an approach designed to identify the verbal, and in some cases nonverbal, interactions between teacher and student. Stimulated by Flanders and Amidon and others, researchers were beginning to acquire substantial information as to what occurred in learning situations. In 1971, Blakely, Jahns, and Schroeder reported the use of interaction analysis in adult education.

A second technique deemed useful for determining what happens in ABE was task analysis although it cannot be ascertained that task analysis was employed in any ABE situation. In the late 1960's task analysis was utilized by a few agencies to restructure jobs to establish career ladders in such fields as health. The technique was determined to have some potential for increasing the field's knowledge of what transpired in ABE instruction.

These five trends, although only briefly noted, became the influential factors in determining the initial objectives of the Region II Staff Development Project.

A Systems Model for Adult Education Staff Development

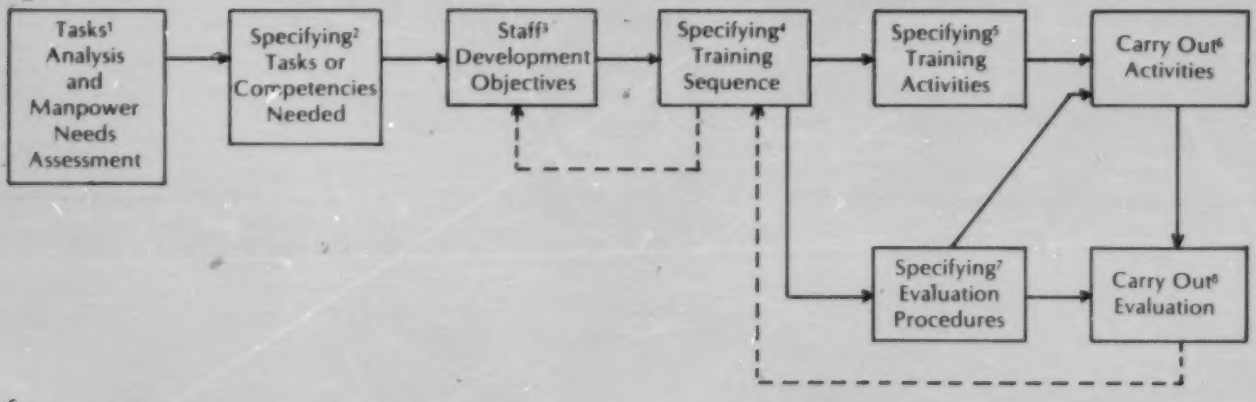
Figure I depicts the eight elements of the model from the original proposal. No claim for uniqueness was made, but the systematic process of the model was in contrast to the episodic nature of then existing staff development efforts.

The first step in the implementation of the process was to conduct a needs assessment to determine what tasks were actually performed by an ABE instructor. Ideally the first step would have been a determination of learner objectives which in turn would affect instructor tasks. Because the resources of the Project were limited, the all-important relationships between learner objectives and instructional knowledge, attitudes, behaviors and skills had to remain uninvestigated, a quest that has proved equally frustrating for all educators.[11] This first step was to affirm that staff development efforts were questionable undertakings unless some knowledge was available through a systematic study of actual learning transactions. The study was to include, as Biddle and Adams (1967) have described, teacher behavior, pupil behavior, the social environment and the physical environment.

The second step was to extract from the limitless range and scope of teacher knowledge, behaviors, skills and attitudes those deemed most important for learner success; with these teacher characteristics organized according to instructional tasks. Again, at this point, it was recognized that experimental verification of these posited relationships was beyond the range of available resources. The tasks, tentative as they might be, were to serve as the initial basis for the individual state staff development plans.

To restate the training tasks as behavioral objectives was the third step. Thus the individual states could establish their respective criteria standards and means for measurement, an objective that would hopefully encourage a greater emphasis on individualized training than had heretofore been evident.

Figure I A SYSTEMS MODEL FOR STAFF DEVELOPMENT IN ADULT EDUCATION



Finally, performance objectives provide for a more effective system of evaluation, more meaningful than the "happiness index" characteristic of earlier ABE teacher training activities.

Specifying a training sequence was the fourth step in the process. This procedure is akin to the practice of developing learning prescriptions, touted by practitioners and scholars alike but rarely included in the training of the educator. Because of the discrete nature of the behaviorally stated objectives, teacher trainers arrange the sequence of training to meet individual needs. Moreover, the nature and scope of the objectives and the most appropriate sequence preclude automatic dependency on the use of traditional training patterns such as summer institutes and graduate courses.

The fifth step was to specify training activities. Training formats have historically determined the nature of training delivered. In this process the objectives and the appropriate sequence dictate the training formats and resources to be employed. Possibly graduate courses or summer institutes may be discovered to serve a need. Needs of learners determine the training experiences rather than the vested interests of the training system or resources.

Carrying out the training activities was the sixth step in the process. Ideally, if some attention is given to the first five steps, the activities are reasonably consistent with the original reasons why the learner was in the training process.

Concurrent with step five, specific evaluation procedures were planned. When a training program is designed equal energies should be devoted to the development of an evaluation plan that, first, informs the participant of the extent to which individual objectives are being met. Second, the evaluation should consider the extent to which the training objectives were achieved through the employed training activities. Finally, the evaluation should determine if the staff development system has attained its objective.

The final step was to implement the evaluation. Through feedback a flow of information was to be continuously fed into the system to minimize the discrepancy between intent and practice.

Implementation Efforts

It was anticipated that this model would provide a concrete picture of the concepts that undergird a CBTE type process. There was little dispute with the concept or the model — the issue was the extent to which existing practices and procedures were amenable to reassessment. The proposal clearly indicated that funds were not being sought and managed simply to perpetuate existing practices, but rather to make sense out of disparate and sometimes questionable practices and where possible to provide impetus for change.

In implementing step one a variety of approaches were attempted. During the planning phase (the first three months of the Project) New Careers, Inc. was contracted to conduct a preliminary task analysis of ABE teaching in Region II. During the 1960's New Careers, Inc. used task analysis as a technique to establish successfully a career ladder for paraprofessionals in the health professions. After reviewing various techniques, it was determined that task analysis might provide some valuable insights into the ABE instructional process. As Jackson (1971) noted it is an on-site systematic technique for "compiling an inventory of comprehensive and mutually exclusive functions and tasks."

While conceptually valuable, the final report submitted by the New Careers revealed that a task analysis conducted by observers with scant knowledge of ABE had severe limitations. Secondly, task analysis, as employed in human service situations, was designed to establish career ladders in the work situation — a desirable goal but unrealistic for use in ABE. Third, if task analysis had value it would be as a tool possessed by practitioners, not just external consultants.

It was evident that existing knowledge of what actually occurred in an ABE instructional setting, particularly in terms of teacher knowledge, behaviors, skills and attitudes was mostly "gut feelings," and intuition, welded to an occasional hard fact. Most studies of ABE instruction have been based on perceptions of students, teachers, administrators or state department staff; perceptions that must be viewed with skepticism. The field still awaits a systematic compilation of data of what actually happens in various ABE instructional situations, a condition noted by Verner, et al (1970) among others.

Encouraged by these and other factors, the Associate Project Director and the New York State Field Coordinator participated in a "Task Analysis and Job Restructuring Workshop" conducted by Manpower Management Institute, Washington, D.C. Following their participation efforts were undertaken to train a cadre of practitioners who would actually conduct task analysis at the local program level.

In New York State the Project Field Coordinator arranged to have Manpower Management Institute conduct a workshop in Syracuse for some twenty selected administrators and supervisors from throughout the state. The State Department of Education in Puerto Rico requested that the Associate Project Director conduct comparable task analysis and job restructuring institutes in Puerto Rico. Eventually, institutes were offered in four of the six educational regions in Puerto Rico with increasing responsibility for the training being assumed by indigenous trainers. The Associate Project Director also conducted a task analysis institute in the Virgin Islands. Interested in the concept of task analysis, the New Jersey Office of Adult Basic Education arranged for the Mid-Atlantic AMIDS Center in Washington, D.C. to conduct a training session for their teacher trainers.

The results of the task analysis efforts in the four states were disappointing. Although a number of factors affected the respective task analysis efforts, it was evident that characteristics inherent in the technique were too restrictive for the existing ABE programs for one or more of the following reasons: its excessive emphasis on minute tasks, the industrial or mechanistic image associated with it, the feeling that little change would actually occur in job assignments and duties performed on the job, and that the intent of the technique is on what is rather than on what ought to be. The most beneficial effect was the increased awareness gained by Region II adult educators of the need for staff development programs to be built on a knowledge of what occurs or should occur in instructional situations.

One less rigorous needs assessment effort proved to be more beneficial from a practical point of view. New Jersey, from the beginning of the Project, was very interested in identifying adult education teacher competencies. A State Department of Education effort was then under way using a task force approach for the identification of teacher competencies in some sixteen public school content areas. The Office of ABE persuaded the Bureau of Teacher Credentials and Accreditation that the number of task forces should be expanded to twenty — the four additional ones being ABE, GED, ESL and Adult Counseling. According to Allen Schmieder (1974) in reporting the status of state department CBTE efforts throughout the country, New Jersey was the only state which included adult education in the list of areas being investigated.

With leadership from the Field Coordinator for the Staff Development Project, these four task forces were developed with wide representation from the state's adult education community. Over the next two years the task forces produced taxonomies of competencies. No claim was made that these competencies were either established as having verified effects on ABE clients, or were the most important competencies. Much of that work remains. But the task forces, based on the considered opinion and multiple experiences of its members, produced taxonomies that will enable researchers to generate hypotheses and conduct investigations.

A third type of needs assessment was also employed. The Center for Resource Development in Adult Education at the University of Missouri-Kansas City, funded by USOE to provide supportive services to the ten Regional Staff Development Projects, was asked to conduct needs assessments in both Puerto Rico and the Virgin Islands based on Mocker's study (described later), *A Report on the Identification, Classification, and Ranking of Competencies Appropriate for Adult Basic Education Teachers*. On the basis of a sample of ABE teachers and administrators in Puerto Rico an "Adult Basic Education Teacher Competency Inventory" was completed that provided the State Department of Education in Puerto Rico with its first systematic evidence of the competencies perceived by practitioners to be important. With a revised survey instrument a comparable study was conducted in the Virgin Islands (Zinn, 1975).

Related Efforts

Although there are individuals investigating and possibly employing elements of CBTE in an ABE context, the reported evidence is skimpy. Research studies since 1965 reveal only a few attempts to identify relationships and/or to generate hypotheses about relationships between instruction and learning. Even fewer studies have investigated training patterns and potential learner outcomes.

There is, however, some evidence that a cumulative pattern of research may be emerging. In 1971 Niemi and Davison described a model for the analysis of training in ABE that sought to identify the knowledge, skills and attitudes needed by the ABE teacher. These teacher attributes were grouped according to "Subject Matter," "Student" and "Learning Process."

In 1972 the N. J. ABE Task Forces (Falcone, 1974) created a taxonomy for ABE instruction. The taxonomy included five categories — "Understands the Adult as a Learner," "History and Structure of Adult Education," "Knowledge of Subject Areas," "Procedures and Techniques," and "Self-Perception." Within each of these categories a number of sub-categories were identified. Future plans include the development of graduate courses built on this taxonomy and the implementation of a competency-based certification for ABE teachers.

Mocker's study (1974) extended these earlier efforts by creating a matrix of four teaching characteristics — knowledge, skills, attitudes and behaviors and four process factors — "Scope and Goal of Adult Education," "Curriculum," "ABE Learner," and "Instructional Process." This study underwent the most rigorous validation efforts to date. ABE educators now have a tentative listing of 170 ranked competencies.

Extending Mocker's findings, Burton Kreitlow at the University of Wisconsin-Madison began a pilot study on exemplary ABE behavior. Exemplary teachers were identified through a series of videotapes of their actual performance in instructional situations. The immediate objective of this ongoing study is to develop a list of competencies comparable to those in the Mocker study that can be observed. Those that can be rated on the basis of observation in actual learning situations will serve as a starting point for training new teachers.

One final study should be mentioned. The State of New Jersey has been conducting a study (Picogna and Havrilesky, 1974) in a local adult ESL program through the use of an interaction analysis system similar to the ones made famous by Flanders, Amidon and others. This study seeks to identify those teaching behaviors that have an apparent effect on the adult learner. Hopefully sufficient data will be obtained to begin to develop a tentative list of competencies for ESL teachers of adults.

These few studies indicate that some progress has been made since 1971. Much more needs to be done. Now that the states have control of special project and teacher training funds, it is they who will determine the extent of research in ABE teacher training. These preliminary efforts require much additional support if ABE staff development is to keep from reverting to the pattern of the sixties.

Staff Development in Adult Education: An Evolving Process (continued)

Staff Development — Its Future

To bring about a synthesis in ABE staff development, it is proposed that staff development be viewed from the perspective of six underlying assumptions which have been described elsewhere (De Sanctis, 1974). These assumptions it is suggested should better define the problem as well as provide a focus for the scattered and episodic efforts in the field.

To integrate staff development with ABE, it is proposed that the following assumptions be considered by those responsible for staff development:

1) Some adults have needs which have to be identified, categorized and integrated into an ABE instructional program. Furthermore, these adults possess knowledge, skills, attitudes and behaviors as well as other physical, psychological, cultural and social characteristics that must be understood in order for these needs to be adequately met.

2) These adults participate in formal learning environments because they feel that their needs can be met, at least in part, through such environments.

3) Within these learning environments there are teachers (or some euphemistic equivalents) who possess or should possess specific knowledge, skills, attitudes and behaviors that will assist the adult learner in meeting his needs.

4) There is a relationship between specific knowledge, skills, attitudes and behaviors of the teacher and movement toward the learning goals of the adult student.

5) The knowledge, skills, attitudes and behaviors necessary for effective teaching can be, at least in part, obtained through preservice and/or inservice training.

6) Teachers will exhibit these competencies in their teaching situations after completion of training.

In order to clarify and understand these assumptions it is essential as a first priority that greater knowledge be obtained about what occurs in ABE learning situations.[12] Of the various techniques employed by the Region II Staff Development Project to determine the substance for future training, only task analysis, in contrast to surveys or task forces, sought to provide on-site data on what happens in the ABE learning environment. The absence of such substantive information has been noted by Dickinson and Rubidge (1974) and others.

There is a paramount need to confirm and reconfirm what occurs in ABE. Task analysis may be an approach that has to be explored further using knowledgeable ABE educators. A second technique that ABE educators have not used to any great extent (at least on the basis of what is reported in the literature) is interaction analysis. Perhaps ABE educators should do what Rist (1973) and others have done; conduct a longitudinal study of the learner through extensive observations of the student both within and outside the learning environment. Although the study took place in the primary grades, Rist's comments seem valid. He observed:

> The abstraction of classroom activities to various scores and test results can only give indication of output, not of process. Finally, it is only with long-term participation in a social system such as the school that one becomes aware of the subtle nuances, the brief references that have meaning only within that system, of the gaps between word and deed, and of the official versus the unofficial notions of how the roles and tasks for various participants are defined. The privilege of sharing 'inside' gossip and the personal feelings of the participants is not achieved by presenting a letter of introduction. p. (23).

It would seem that a combination of techniques might be best. In any event ABE staff development will continue to be a haphazard enterprise until ABE educators are willing to deal systematically with such issues as are implied in the six underlying assumptions noted above.

To improve staff development programs seems urgent in view of a number of changes that have or will be affecting the extent and nature of professionalism of the adult educator. With diminishing teaching opportunities in elementary and secondary education, more attention will be directed toward adult education as a source of full-time employment. Recent statements by Albert Shanker (President of the AFT) about the concept of Educare suggest that teacher organizations are interested in the job market potential of adult education.

The acquisition of employee benefits so long denied the traditionally marginal adult educator is a second significant change. A recent ruling by the New Jersey Commissioner of Education in *Butler, et al v. Board of Education of the City of Jersey City* determined that the petitioners, employees in a federally funded MDTA program, were entitled to leaves of absence for personal illness and holiday pay as enjoyed by other teaching staff members in the school district. An adult educators' employee association in Perth Amboy, New Jersey, has received recognition as a bargaining unit of the AFT. The union has so far obtained such benefits as sick days, paid holidays and participation in the pension system.

Third, court cases in recent years such as *Griggs v. Duke Power Company* have challenged an employer's use of artificial employment requirements. A report of the U.S. Commission of Civil Rights (1975) has argued forcefully that unvalidated employment credentials and requirements are unacceptable. The only requirements acceptable are those proven to have a relationship to job performance. Such thinking, supported by Executive Order 11246 and the Office of Federal Contract Compliance, could effectively remove credential requirements that have artificially denied adult educators the opportunity to teach in the public schools.

A final factor is the pronounced emphasis on accountability that is partially responsible for the increasing interest in CBTE as has been discussed. Unbound by tradition, adult educators are in a unique position to develop and implement preparation programs that will address the issue of accountability from a position of openness, rather than defensiveness.

Although there are other factors that could be identified, it is evident that adult basic education is at the threshhold of becoming a legitimate rather than a moonlighting career. Such a change demands a strong commitment to staff development.

Footnotes

[1]A report by the University of Missouri at Kansas City found major differences in perception between teachers and students as to why the students were enrolled in the program. George Spear, Project Director, *Adult Basic Educational National Teacher Training Study: Survey of Needs* (Kansas City: University of Missouri, Division of Continuing Education, 1972). Recent testimony by Dr. William F. Pierce, Deputy Commissioner, Bureau of Occupational and Adult Education, before the House Appropriations Subcomittee, in discussing the 1974 Adult Education legislation stated: "Under this new authority, it is expected that the States will continue to provide basic skills programs for approximately 821,000 under-educated adults so that they can continue their education and become more *employable, productive, and responsible citizens.*" Quoted in *Adult Continuing Education Today* 4 (September 30, 1974), p. 84. (Emphasis added).

[2]The most recent nation-wide ABE evaluation found that 69 percent of the participants came to improve their educational status, William Kent, *A Longitudinal Evaluation of the Adult Basic Education Program* (Falls Church, Virginia: Systems Development Corporation, 1973).

[3]In reviewing studies on compensatory programs Mary Jean Bowman suggests that insufficient attention has been given to "the extent of the inputs of better educated families into the education of their children" an argument espoused by ABE educators. See "Education and Economic Growth" in *Economic Factors Affecting the Financing of Education* edited by Roe L. Johns, et al (Gainesville: National Educational Finance Project, 1970), p. 116.

[4]The many-faceted economic argument, although not predominate in the thinking of many participants, is nonetheless a major concern particularly for taxpayers and Congress. Space allows only a sampling of the many economic issues associated with education. Stanley Besen looked at education as a determinant of productivity and found it to be a positive variable in eleven of eighteen industries. "Education and Productivity in U.S. Manufacturing: Some Cross-Section Evidence," *Journal of Political Economy* 76 (May/June 1968), 49-97. Finis Welch found no decline in economic returns as the quantity of education rose, a condition contrary to what was hypothesized. "Education in Production," *Journal of Political Economy* 78 (January 1970), 35-39. For a critical analysis of the argument that there is a positive relationship between educational attainment and the reduction of poverty see Bradley Schiller, *The Economics of Poverty and Discrimination* (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1973). For a discussion of the economic returns to both the individual and society see J. Ronnie Davis and John Morrall *Evaluating Educational Investment*, (Lexington, Mass.: Lexington Books, 1974)

[5]Alan Little and George Smith in *Strategies of Compensation: A Review of Educational Projects For The Disadvantaged in the United States* (Paris: OECD, 1971), p. 127, offer the interesting insight that the most beneficial effect of compensatory programs may be the "political awakening of disadvantaged groups" which it "could be argued . . . is the most effective means of insuring that gross inequalities between social and ethnic groups are eradicated."

[6]The 1974 Amendments to The Adult Education Act includes reference to support for bilingual programs, a change traceable to recent court action originally directed at elementary and secondary schools and supported by growing criticism of the melting pot concept.

[7]In addition to the 28 percent (nearly 10,000) who received no training it could be surmised that a great many of the 72 percent reported as being trained in fact did little more than participate in staff meetings. The reliability of the state reporting system is open to question as I have noted in "ABE Statistics — What You See Is What You Get, Maybe," *Adult Leadership* 19 (April 1971), 345-346.

[8]A recent study gives evidence that professionalism is a factor in the introduction of innovations into local programs. See Gordon Darkenwald, Harold Beder and Aliza Adelman, *Problems of Dissemination and Use of Innovations of Adult Basic Education: Selected Research Findings and Recommendations*, (New York: Center for Adult Education, Teachers College, Columbia University, 1974). It would be safe to assert that staff development is a major source of professionalism.

[9]Andragogy has been defined as the art and science of helping adults learn. See Malcolm Knowles, *The Modern Practice of Adult Education: Andragogy Versus Pedagogy*. (New York: Association Press, 1970) for the most extensive discussion of this concept.

[10]Mathetics has been defined as "the science of the pupil's behavior while learning, just as pedagogy is the discipline in which attention is focused on the schoolmaster's behavior while teaching." See Edgar Faure, et al *Learning to Be*, (Paris: UNESCO, 1972), p. 130. There is some evidence to indicate that exposing teachers as learners to mathetic techniques results in more effective teaching. See for example G. O. Leith and Leith and R. J. Britton, "The Influence of Learning Techniques of Programmed Instruction on Teaching Performance in School," *Educational Research (British)* 15 (June 1973), 227-31.

[11]As Barak Rosenshine and Norma Furst have noted: "Educational researchers have not provided those who train teachers with a repertoire of teaching skills which indicate to a teacher that if he increases behavior X and/or decreases behavior Y there will be a

concomitant change in the cognitive or affective achievement of his students." "Research on Teacher Performance Criteria" in *Research in Teacher Education*, edited by B. Othanel Smith (Englewood Cliffs, N.J.: 1971), p. 40.

[12]Gary Dickinson and Nicholas Rubidge have recently argued that adult educators need to describe and analyze what they do before appropriate theories and models can be developed. See their "Critique Response," *Adult Education* 24 (Fall 1974), 68-70. In reviewing some 118 teacher training documents Coolie Verner, et al stressed the urgency of research into the *roles* and *functions* of adult educators through such a technique as task analysis. *The Preparation of Adult Educators: A Selected Review of the Literature Produced in North America* (Syracuse: ERIC Clearinghouse on Adult Education and Adult Education Association of the USA, 1970), p. 49.

[13]For an analysis of the implications of *Griggs v. Duke Power Company* and its relationship to Title VII of the Civil Rights Act of 1964 as well as the Equal Employment Opportunity Act of 1972, see Sheila Huff "Credentialing by Tests or by Degrees: Title VII of the Civil Rights Act and Griggs v. Duke Power Company," *Harvard Educational Review* 44 (May 1974), 246-269.

CHAPTER II

STAFF DEVELOPMENT: THE INTERACTION OF INDIVIDUAL AND ORGANIZATIONAL CHANGE

Jessie K. Ulin

The HEW Region III Adult Education Staff Development Project did not intentionally embark on a program directed toward institutional or organizational change. The primary purpose was to design and implement a systematic and comprehensive process to improve the competencies and professional behavior of teachers, administrators, and other personnel involved in delivering services to adult learners.

The goals that were sought in this project, to improve the performance of educators, and to increase the number of qualified professionals in the field, are shared by all teacher training programs.

However, the history of three years of project operation strongly suggests that a staff development program differs importantly from other forms of teacher training. The word "staff," by definition implies a critical linkage between changes in learner behavior and changes in the organizations of which they are a part. Teacher training focuses primarily on the individual and provides learning experiences based on curricula content and instructional skill needs, and is idiosyncratic to the personal and professional goals of the individual.

Staff development provides learning activities which derive from the interrelationship between individual needs and individual expectations and those of the organizations of which they are a part. New staff behaviors impact upon the structure, the policies, and the climate of the organization. The response of the organization in turn affects the behavior of the staff. Another dynamic is also operational. Organizations change their structure and policies in response to pressures for increased productivity, and for more effective utilization of their financial, physical and human resources. These changes impact upon the behavior and attitude of staff. How the staff responds to these pressures determines the effectiveness of organizations. New skills and relationships are required for the on-going process of analyzing the interactions between individuals and their organizations and for planning and delivering the necessary learning experiences.

Clear evidence has now emerged from the Region III Project that the primary purpose of a staff development program is to improve the ability of both staff members and the organization to respond to the changing demands of their shared work environment.

Sufficient anecdotal data is available from the Region III Project to suggest ways in which a comprehensive staff development program might manifest itself as states continue to provide the training mandated by the legislation for federally funded adult education programs. It is evident from the Region III experience that systematic study of the dynamics and impact of staff development would be valuable. State and local agencies would then have the information necessary to make rational decisions about whether or not to initiate a staff development program. In planning for staff development, an institution would be able to utilize research findings in selecting appropriate staff and in planning the variety of programs necessary to respond to both organizational and individual needs.

Background

The federal legislation and subsequent administrative guidelines authorized and established the adult education staff development projects. Federal regulations gave state departments of education major responsibility for planning, implementing and sustaining regional programs to improve the practice of adult education and to develop university-based professional preparation programs.

Prior to the beginning of the project, a planning and advisory council was created. The council was composed of the following representatives from the adult education community:

state directors of adult education
state department staff
administrators of local adult education programs

Staff Development: The Interaction of Individual and Organizational Change (continued)

university faculty members
U. S. Office of Education
project staff

This council directed its attention to describing the populations to be served, to identifying the learning resources that existed, and to determining the staffing patterns and organizational relationships necessary to most effectively develop, coordinate, implement and sustain a permanent staff development system.

The council suggested the establishment of a staff development specialist position in each state as an essential component of this complex training project. In describing and analyzing the evolution of the role of staff development specialist in Region III, a useful case study emerges of the interrelationship between staff and organizational growth in public adult education institutions. This case study provides a guide to issues requiring further investigation.

The Staff Development Specialist

The specialist, working under the general direction of the state director of adult education, was expected to be an academically trained professional adult educator with experience in teaching and/or administration. This person would provide varied supportive services to the project. The following tasks were specified for this role:

- to identify the various agencies delivering learning services to the adult population covered by the federal legislation
- to conduct a systematic and continuous survey of the training needs of the staffs in these agencies
- to plan, coordinate and implement appropriate learning experiences in response to the needs identified
- to identify, regularly update, and disseminate information about the learning resources available
- to develop procedures for the sharing of resources
- to provide information about the learning needs of practitioners to university-based teacher training programs

In relation to the above tasks, the specialists brought to the project a high degree of technical competence and knowledge in the areas of instruction and curriculum development.

The first year of the project was primarily concerned with assisting the staff development specialists in refining their needs assessment skills, and in developing appropriate procedures for surveying, cataloging and coordinating learning resources. As the second year began it appeared that the Region III project had a highly skilled nucleus of professional educators ready to move into efficient and effective action in implementing project plans.

At this point the project staff became aware of a dilemma: there appeared to be commitment and involvement, technical knowledge and ability, funds and facilities; but the project was not effectively bringing the full range of these resources into play in reaching project goals.

Examination of the project's problems and its successes revealed that the issue was not the lack of individual skills but rather an inability to utilize these skills effectively within the organizational setting. It is now possible to describe the integration of staff and organization in adult education staff development from several viewpoints:

- the functions of the role of staff development planner
- the personality traits of the individual responsible for staff development
- the culture and structure of the institution.

The Functions of the Role

Although a systematic function/task analysis has yet to be undertaken, observations made during the three years of operation suggest that there are important differences between the functions described by the planning council and current perceptions about the role.

The job descriptions written for the specialists outlined their responsibilities only in terms of the expected results of their work: to identify needs, to plan and conduct activities, to provide services to teachers and administrators. It now appears obvious that specialists must take a leadership role in additional areas prior to and concurrent with the above tasks in order for success to be realized.

One product anticipated by the planners was a continuously up-dated survey of learning needs and resources. The surveys completed by the specialists during the first year demonstrated that these individuals had the technical ability to sustain the data collection function. The council's commitment to the importance of continuing these activities remained strong; and funds were available to undertake the task. The reasons for the gradual abandonment of the surveys in several states in the region appear to suggest that these activities conflicted with institutional traditions or structures.

State departments of education, by regulation and custom, tend to have well established procedures for both intra-and inter-organizational communication. The tasks involved in conducting the needs and resources surveys brought some of the specialists into an activity that had previously been in the exclusive domain of others such as community relations or research divisions. Some specialists were not permitted to have direct contact with other agencies; and in some cases the staff developer was required to undertake a cumbersome process to obtain permission to meet with colleagues from other sections within the state department itself.

In analyzing the strategies utilized by specialists and state directors to resolve these and other problems, additional functions of the role emerged. It became apparent that the state department of education is not only the sponsor of a staff development program but is also a client to be served. Further, staff development can be an important force in assisting the department in resolving blockages to effective performance.

The project's experience revealed that the role of staff development specialist must include the following competencies:

- an understanding that staff development occurs in organizational settings
- an understanding that the "clients" to be served include both educators of adults and the organizations within which they function
- an understanding that both organizations and individuals have needs, goals, expectations and values related to staff development which must be clearly articulated in order for a rational planning process to occur
- an understanding that individual and organizational goals, needs, expectations and values can sometimes conflict, and assisting those involved in confronting this reality, and in developing coping strategies
- an awareness that the results of this process of clarification and articulation will be unique to each organization and individual involved in the program
- knowledge of and ability to utilize a variety of strategies to assist the organization in the process of gathering information about its goals for staff development
- knowledge of and ability to utilize a variety of strategies to assist individuals in determining and articulating their learning needs

Staff Development: The Interaction of Individual and Organizational Change (continued)

- an understanding of the need for developing trust relationships with the client organization and with individual participants in order to facilitate the flow of accurate information about learning problems and needs
- a recognition that there is a formal and informal structure within the various organizations; that both play a role in setting staff development goals and in developing plans for reaching them
- an ability to utilize a variety of strategies for involving both informal and formal groups in all stages of program planning and implementation
- an ability to utilize a variety of strategies to assist adult education staff in verifying the accuracy of information they have about the organizations in which they work in order to determine the feasibility of implementing program plans and new learnings
- an ability to identify, confront, and resolve "turf-protecting" behaviors
- an understanding of both the proactive and reactive nature of the role of staff development specialist: reactive in attentively and appropriately responding to identified needs; proactive in establishing an environment that nurtures inquiry, dialogue, exploration and experimentation.

Although each of these items can be viewed in terms of individual competence, it is also obvious that performance is dependent upon organizational support.

Experience suggests that the behaviors and attitudes described above are more than simple additions to the previously developed list of staff development functions. They may well be necessary preconditions that must exist in order to make it possible to effectively undertake the other tasks of staff development.

Individual Personality Factors

It also became obvious that personality traits of the staff developer have an important impact in planning and implementing a human resources development program. The following qualities are intended to highlight those special characteristics that appear to be facilitative of a staff development program. Hopefully, the descriptions will generate an awareness that there is a dynamic relationship between personality traits and the multi-facets of the specialist role and will suggest the need for research in this area. Included with the description of traits are some thoughts about the way in which they appear to relate to program operation:

- ability to work comfortably in an environment with a high degree of ambiguity. It takes time and attention to establish work relationships and role expectations for this new position within the organization and with the variety of other client groups.
- comfort in viewing success in relative terms. Expectations of "full cooperation," "total commitment," "complete success," are particularly unrealistic for the new activities and relationships required in an adult education staff development program of this magnitude.
- ability to work comfortably without immediate feedback. Results of many developmental activities cannot be accurately determined in the short run and it is often necessary for the specialist to rely upon his or her own internal confidence and professional skill and maturity to satisfy feedback needs.
- ability to feel comfortable with the reality that both individuals and organizations have program concerns for which staff development can play no part.
- ability to function as both an effective team member and as an independent worker as appropriate.

The Organizational Settings

To demonstrate the fusion of individual and organizational change that occurs in a staff development program, this paper has thus far focused attention on the role required to guide the undertaking. Added insight can be obtained by viewing staff development from the perspective of the participating organizations, which are the repositories of the funds, the staff, the learners, and which provide the mechanisms for interrelating these components.

In order to create a permanent staff development system that could be sustained by state departments of education even when federal funds would no longer be available, the project established and nurtured processes and relationships that appeared to have the greatest likelihood of continued existence.

Inherent in this design were several assumptions that were not articulated or examined but which now appear to have been operational:

- that project activities compatible with existing administrative/structural realities were most likely to be sustained
- that the perceptions held about these realities were accurate
- that these realities would remain unchanged, at least in the foreseeable future
- that it was beyond the scope of the project to become involved in institutional change

There is evidence that these assumptions existed in decisions made about placement of the specialists; in the expectations held toward the specialist role; and in the development of inter-institutional relationships.

Due to a variety of administrative problems within states, it was the middle of the first year of the program before all six staff development specialist positions were filled. Although project funds were available for support of the specialists, state prohibitions against the hiring of new staff discouraged four of the state directors from developing a position which they saw as futile. They perceived that it was not likely that such a position would be maintained on state funds once federal support was withdrawn and four state directors were not willing to use project funds to test the validity of their perceptions. This resulted in a modification of the initial plan, in which each state would employ a full time professional appointed by the state director of adult education solely for the purpose of implementing and sustaining a staff development system.

In two of these states the position was carried on the payroll of a cooperating university even though the individual was physically located at the state department of education. This arrangement proved successful as the position was in fact continued on state funds.

In one state, the staff development specialist was housed at a university division of continuing education. In another state the specialist was appointed by the chief state school officer and was located in a local school district. Two states decided not to employ a full-time person as staff development specialist; instead they distributed the duties among existing state staff adding additional responsibilities to their regular job roles.

Despite these modifications, the expectation of the council was that the primary functions of the position would remain as described by the planners. Little attention was directed to exploring the degree to which the different institutional settings might affect job behaviors. There is evidence to suggest that there were changes in role that were related to differences in the culture (norms, procedures, values) and purposes of the two institutions that housed the specialist position: departments of education and universities.

The staff development services offered by universities, other than credit courses and degree programs, are generally reactive to specific requests for assistance, whether provided by individual faculty members on a consulting basis, or by divisions of continuing education on

Staff Development: The Interaction of Individual and Organizational Change (continued)

a contract basis. It was obvious at the earliest stages of program planning that this reactive mode would be inadequate as the primary response in a staff development system since many adult educators are unable to diagnose their learning needs or their programming problems with sufficient specificity to request assistance; and others may be unaware that university resources are available to assist them.

Project funds were therefore made available to individual faculty members and to schools of education to encourage the development of more proactive behaviors necessary to assist practitioners in areas such as problem diagnosis, program marketing, recruitment of students, surveying needs, or delivering technical assistance.

Although some attention was given during the early phases of the project to providing these newer services, university-based specialists devoted major emphasis to activities most likely to generate enrollments in graduate programs, courses, and workshops that could more readily be translated into the traditional language of teaching load equivalency or overload payments. As enrollments in these university-based programs increased, more faculty time was required for classroom instruction and for advisement of degree-seeking students, and less time was available for the newer tasks required in staff development.

It is important to note here that no changes were made in the written job descriptions for the specialist role, nor were there any differences in the training activities provided for the various incumbents. The differences in job behaviors were related to differences in organizational expectations for the role.

In general, the two full time specialists who were housed at the office of the state director of adult education appeared to function in a job role most closely resembling the specialist position that was outlined originally, although the specialists housed at the university had fewer procedural and programmatic restraints than those housed at state department of education. University-based specialists enjoyed the comfort of being able to return to "home base," leaving some of the more difficult or frustrating issues behind; and specialists who were given staff development duties in addition to their other assignments could retreat to the pressing demands of their primary jobs. Those who were assigned full time staff development duties within state departments of education remained in close proximity to the problems and people involved. They were able to use creatively their considerable skills, knowledge, intuition and energy to demonstrate the enormous potential that a staff development program could have for enhancing the professional growth of staff and for guiding organizational change.

In state departments of education, the functions of the staff development specialist were affected by attitudes and procedures that relate to the unique history and culture of that institution. Traditionally, the role of state departments of public instruction in professional development was limited to establishing the criteria for and granting certification. State departments met their responsibility for staffing programs with professionally competent educators primarily through the recruitment and selection processes.

Although the trend in recent years has been toward more in-service training activities, particularly in the field of adult education, the funding patterns and policies that exist demonstrate a lack of understanding of the full nature and implications of what a comprehensive staff development system might involve. These policies were established in response to federal requirements which reflect an equally incomplete perspective.

In present practice, services continue to be delivered in response to crises; or to an administrator's perception of the learning needs of his or her staff; or because a resource is conveniently available. Evidence from the Region III Project suggests that most state and local administrators of adult education continue to perceive that a staff development program is

simply a convenient funding mechanism to build excellent university-based graduate programs in adult education; programs which would produce a cadre of qualified staff and which would also be the impetus for the creation of a licensing or professional certification process for employment in public school adult education.

A brief analysis of the behaviors of the two internal specialists suggests some of the broader areas of impact that could result from recognition that a staff development system is different from teacher training. These two specialists, aware of the tenuous nature of the staff development system in their states, undertook a variety of activities related to describing and legitimizing the value of a staff development program to decision-makers within their own organizations. They also reached out to the broader adult education community consisting of university faculty and administrators and training directors of other agencies. They developed strategies for involving a great many people within and outside their organization in planning and implementing this new program. Their efforts not only resulted in greater support than was anticipated but opened dialogue that provided the state department with information about new areas of programming for adult learners, and new areas of service for the state department of education.

The Next Steps

The successful experiences with the role of the staff development specialist in the Region III Project, and the increasing numbers and enhanced professional status of training directors in similar positions in business, industry, government and voluntary associations suggests that the position of staff developer will grow in importance in the field of public school adult education.

The project was fortunate to have had capable specialists who were able to respond with successful behaviors in this new field of activity. However, systematic analysis should be undertaken to provide the field with more detailed and sophisticated understanding of the behaviors required for successful practice of adult education staff development. Once these behaviors are identified, they can then become learning objectives for all who would make the effort to acquire them. The pay-off in reducing frustrations and in increasing productivity of both individuals and organizations could well be enormous.

CHAPTER III

NEEDS ASSESSMENT FOR ADULT EDUCATION STAFF DEVELOPMENT

Kenneth Mattran and Buel R. Lyle

Introduction

With the advent of the Adult Education Act of 1966, Adult Basic Education programs were greatly expanded in those states already engaged in adult education; in other states the Act provided funding for programs that were ventures into a completely new area of activity. Many of these programs have been part-time in nature, offering instruction to individuals two nights per week. The teachers for the program have been drawn primarily from the secondary and elementary ranks, are employed full-time in public school work, and work additional hours in the adult education program. Often these elementary/secondary teachers are unaware of the special approaches and methods which serve as the technical foundation for the field of adult education. Some teachers, too, are assigned to teach in subject areas unfamiliar to them and which required, in principle, educational experiences usually not available to public school teachers.

Therefore, it has become evident to persons responsible for staffing the adult education programs, that there is special training needed for teachers who take on the additional responsibility of working with adults.

Adult Education is now coming of age. There are more and more full-time teachers in local programs each year; colleges and universities are now becoming involved in staff development; a corps of well trained teachers and administrators has been developed. There still is, and probably always will be, however, a pressing need for the gathering of formal data to supplement and enhance program planning.

This paper is an attempt to synthesize the separate but similar experiences of at least two Regional Staff Development Projects in conducting extensive teacher training needs assessments. The ideas are believed to be practical enough to be adopted in some suitable form by professionals who will be engaged in the on-going work of training staff who teach adult students in public schools.

While the authors are concerned with the practicality of their suggestions, they also intend to make a strong case for the widespread use of systematic methods of accumulating important data concerning the preparation of adult education practitioners, maintaining the currency of the data, and analyzing the data with a view toward upgrading the professional capabilities of staff with continuity and constancy.

Too often in the past, it appears, decisions related to the type of training activities to be offered to adult education teachers, administrators, and para-professionals were made on the basis of administrative instinct derived from necessarily limited observation. Staffs were not large enough at the more elevated administrative levels to deal effectively with the myriad responsibilities for which they were held accountable. Consequently, staff development needs were hastily assessed through *ad hoc* measures resulting in only the very broadest identification of the real needs and desires of teachers in the field. These instincts may have been largely correct and may have addressed situations for which training programs need to be designed. The situation does not necessarily deserve severe criticism. Public school adult education has only recently been institutionalized into its present form and scope, and due to its relative newness, the field has been in a "primitive" state. In such a state instincts are often the most reliable bases for action, and often can be quite accurate.

A less desirable situation than that described above occurs when those responsible for staff training and development develop the activities solely to match the availability of professional and technical resources. That is to say, the only training offered in many cases, that which utilizes only the skills of local personnel or the expertise of someone who happens to be passing through a given area. (Limited funds is an important consideration too, but it is suggested that an investment in sound, systematic needs assessment encourages the efficient use of limited fiscal resources.)

There have, of course, been other specious justifications for the design of teacher training in adult education, but it will serve no useful purpose to belabor the negative practices of the past. It is preferable to look at the positive aspects of developing a thorough needs assessment system, discussing the direct values of such a system, and submitting concrete suggestions with respect to the design and implementation of a comprehensive needs survey. Also useful to note are some of the important ancillary benefits which may be derived from assessing training needs.

The most obvious answer to any question concerning the desirability of a comprehensive training needs survey is that it affords reasonably accurate information extracted from people in the field concerning the services that are both needed and desired. ("Desired" is an important concern to adult educators, naturally, because in making needed activities available, they should also be desirable to participate in. The person responsible for staff development should attempt to strike a balance between the desirability of offering a particular training session and the documented need for proferring such an activity.)

A second benefit is the definitive description of attained educational levels extant among adult educators for whom training is to be planned. A well designed survey will reveal the formal educational background of practitioners in terms of degrees earned, the fields in which they have been earned, academic work specifically related to adult education, and other significant experiences affecting adult education gained from workshops or other activities. The value is, that armed with such information, the trainer should be able to select for an activity, participants who share similar backgrounds and thus, avoid the kind of duplication and repetition that often exists in staff development efforts.

A needs survey also indicates the adult education work experience of the population being questioned. This might not be a particularly useful compilation of information. Experience in a field of teaching which has required that practitioners possess credentials irrelevant to that particular field, or no credentials at all in order for a person to obtain an appointment, can give limited information only. Durability not being a valid thermometer of efficacy, except perhaps in the case of airline pilots or deep sea divers, an assessor should be cautious in making judgements concerning people who have been around a while. Too often, it has been observed, teachers, administrators and other educators have been acclaimed solely on the fact of their longevity, while many of them have *only* longevity to their credit — not competence or knowledge, or even a decent concern for what their students learn. This is true, unfortunately, in all educational institutions — it shouldn't be allowed to happen in adult education.

Conducting a Survey

Designing Instrumentation

According to Anderson *et al*, "in the context of . . . training programs, a need may be defined as a condition in which there is a discrepancy between an acceptable state of affairs and an observed state of affairs."[1] Thus, it is important to design instrumentation which, when completed, will reveal the nature and extent of existing discrepancies, and which in turn, provides a basis for making sophisticated decisions concerning staff development activities.

The information to be collected from adult educators then should include at the very least: (1) Who they are. (2) How much training they have had. (3) What additional training is perceived as needed or desired by those from whom data are gathered.

Demographic characteristics (who they are) may include, but not be limited to: age, sex, ethnicity, education and experience, and employment information. Most regions, and even states, are demographically diverse so any plan for staff development must be sensitive to these differences.

In addition to the standard demographic data, the gathering of data concerning the

educational background and experiences becomes quite important. This data should include the following:

1. Highest grade or degree completed.
2. Certification held.
3. Graduate and undergraduate majors.
4. Number of years in adult education.
5. Number of courses or degrees received in adult education.

Employment information is also necessary in conducting the assessment. Examples are:

1. Full-time employment other than Adult Education.
2. Hours per week worked in Adult Education.
3. Months per year worked in Adult Education.
4. Number of years in present Adult Education job.

In determining the types of training to offer it is first imperative to assess training previously received.

Since most states do not have adult education certification, and many have no requirements for a minimum number of hours of in-service each year, much of the training done in the past has been by local administrative encouragement, or has resulted from dedication on the part of the adult education staff personnel. Many hours and days of in-service have been offered and attended in the past few years. A major task then of the needs assessment instrument will be to determine (1) In what areas has training been received? (2) How much training has been received? (3) How sufficient was the training as perceived by those attending?

In relation to previous training, it is also necessary and desirable to establish those areas in which adult educators perceive they need additional training. This can be accomplished in a number of ways depending on the structure of the survey instrument. If an objective assessment is desired — responses of the population measured against a set of specific criteria and treated statistically in a way that will reveal discrepancies — the criteria should be decided upon and the instrument designed to measure the variance between the "observed" and the "acceptable" in statistical terms.[2]

If, on the other hand, a subjective assessment is deemed appropriate, the instrument could be designed to have the respondents indicate, in some convenient fashion, their perceptions of the adequacy of their previous experience and their needs for further training.

A third general possibility is to design an instrument which elicits a combination of objective and subjective observations with respect to training adequacy and future needs.

Whichever alternative is selected, it should be remembered that the data are solicited from practitioners in the field and their desires need to be taken into consideration when developing survey instrumentation.

More specifically, after a determination has been made concerning the form of the assessment desired, the next step, and perhaps the most important to the practical success of the process, is the construction of a survey instrument that will sufficiently supply the data and allow for appropriate analysis.

The survey/questionnaire should be constructed by a committee made up of individuals who

will be involved in gathering, analyzing and using the data. If the needs assessment is to be done on a regional or state-wide basis, representatives of state agencies should be involved.

As many existing instruments as possible should be reviewed and evaluated. A set of questions can be compiled and, by the process of elimination and combination, the initial set can and should be reduced to the minimum number necessary to gain the information desired.

Before final approval and printing the survey/questionnaire should be field tested with adult education personnel. After the field test the survey/questionnaire may be revised to its final form.

Joseph T. Newlin, in his paper *Organizing and Conducting Community Surveys* for Project Communi-Link, includes the following criteria for constructing the survey instrument:

1. Is this question necessary? Just how will it be useful?
2. Are several questions needed on the subject matter of this question?
3. Do respondents have the information necessary to answer the question?
4. Does the question need to be more concrete, specific, and more closely related to the respondent's personal experience?
5. Do the replies express general attitudes and only seem to be as specific as they sound? (This can be determined in the pre-test.)
6. Is the question content biased or loaded in one direction? Does it require an accompanying question to balance the emphasis?
7. Will the respondents give the information that is asked for?
8. Can the question be misinterpreted? Does it contain difficult or unclear phraseology?
9. Is the question wording likely to be objectionable to the respondent in any way?
10. Is the wording emotionally loaded or slanted toward a particular kind of answer?
11. Can the question best be asked in a form calling for a check answer (or short answer of a word or two or number), free answer or check answer with follow-up free answer?
12. If a check answer is used, which is the best type for this question — dichotomous, multiple choice ("cafeteria" style) or scale?
13. If a check list is used, does it cover adequately all the significant alternatives?
14. Is the form of response required easy, definite, uniform and adequate for the purpose?
15. Is the answer to the question likely to be influenced by the content (or answer) of the preceding question?
16. Is the question in correct psychological order? Does it appear naturally in the sequence; is it in continuity?
17. Does it come too early or too late from the point of view of arousing interest, receiving sufficient attention or avoiding resistance?

Thus far, nothing has been suggested concerning the actual content of the inquiries. At the end of this chapter there have been included reprints of survey instruments actually used with success in the field. These might be helpful references.

Collecting The Data

It is doubtful that, even after going through the above processes, a survey questionnaire will be developed that will be completely satisfactory. The survey questionnaire being used in one region has been revised three times, for example.

The survey questionnaire should be made available to each state adult education division in sufficient quantity to provide each local program with enough forms for each staff member of the adult education program.

It has been found that the number of responses is much greater if the forms are distributed and collected by the state agency as opposed to some separate entity such as a university or corporation. One state participating in the on-going assessment has made the forms a part of the local programs application for funding; insuring one hundred percent return of the forms.

Analysis of the Data

Using a Computer

Analyzing the data is largely a local matter determined by existing instructional needs and standards for adult education teaching assignments. However, a word about processing the data is in order at this point. In order to extract maximum value from the needs assessment, a computer ought to be used to process the information. The reason should be obvious; computers can handle massive amounts of information in a short period of time with almost uncanny accuracy; they are capable of providing, almost instantaneously, printouts of data by variables such as sex, ethnicity, location, age, etc.; and they can store information for later retrieval or further comparative study. Attempting manually to treat data such as suggested in this article can be a laborious, tedious and expensive task requiring the services of persons who have slavish devotion to making tally marks on ream upon ream of paper. Computer costs may seem high initially, but they are well worth the cost and, indeed, are even inexpensive in the light of time saved and information recorded.

If a computer is to be used, it is important to consult with the computer programmer not only in the design of the survey instrument, but in the format of the data display as well. For example, if it is desirable for training needs to be placed in rank order, should that order be displayed for the whole population only? Or would it be useful to see breakouts by variables such as administrators, teachers, teachers of specialized subject matter, age, sex, race, locale?[3] Or, what about comparisons of perceptions among various components of the population? The possibilities are endless. Such concerns need to be decided well before the survey is carried out.

Treating the Data

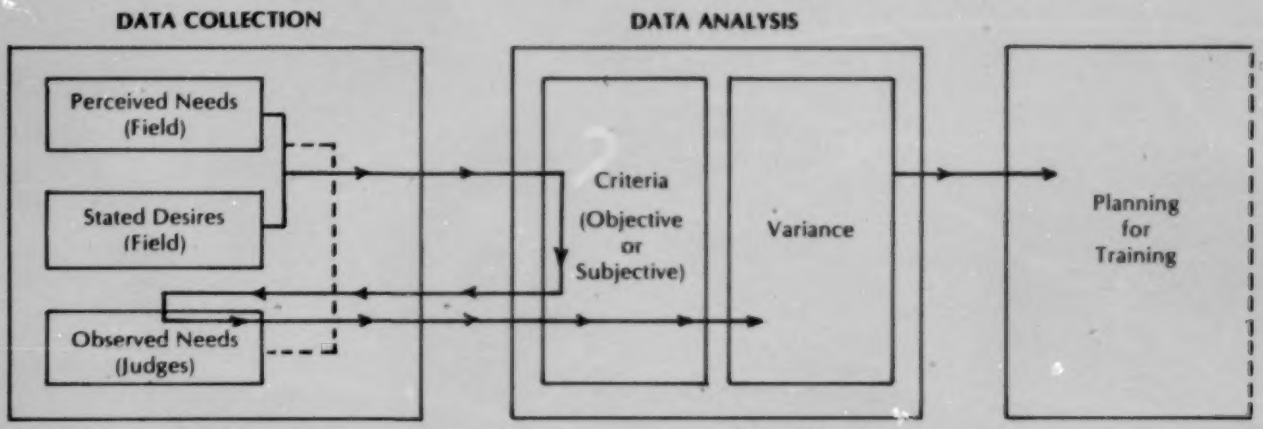
Once data have been collected and processed, the crucial task of analysis for planning begins. If these suggestions for designing a needs survey are followed, there will be an enormous amount of information generated — probably more than can be immediately useful. From the total of the individual pieces of information, there will emerge a thorough profile of the professional preparation of adult education practitioners in the broad geographic area included in the survey. Obviously such a picture can be helpful in drawing mass statistical comparisons and contrasts between desirable competencies and actual preparation, in reporting personnel data to state and federal agencies, and in reaching general conclusions with respect to the state of professional preparation of adult educators in the area. A general context is created wherein discussions or decisions surrounding training programs for adult educators take on increasing validity.

For purposes of discussion it will be assumed that the survey has been computerized and the data are displayed in forms similar to those reproductions of computer printouts appearing at the end of this chapter. Further, this discussion will address a "subjective" type analysis in which ". . . selected judges are asked to indicate the extent to which needs exist . . ."[4] for the training of adult educators.

Needs Assessment for Adult Education Staff Development (continued)

Recalling that a needs assessment should be structured to discover the variance between an observed situation and an acceptable situation, the purpose for conducting the survey is the subsequent development of relevant programs designed to eliminate or reduce the gap between the real and the ideal. "Real or ideal", "observed or acceptable", are, however, insufficient dimensions for responsible analysis. A third factor must also be included — the "desired".

In another form, needs analysis should be based on the model below. (See Figure I)



MODEL FOR NEEDS ASSESSMENT IN ADULT EDUCATION STAFF DEVELOPMENT

The model assumes that analysis will consider not only the clearly observed needs for training as measured against established criteria but also the perceived needs of the respondents and their stated desires with respect to training. These are analyzed together as the real "observed" state of affairs while the criteria, however determined, can be viewed as the acceptable state of affairs.

The analyst (decision maker) must then weigh the needs expressed by the respondents against the criteria. Once this has been done, a second step is in order in which the observed needs (based on credentials e.g.) are weighed against the criteria. Then, based on these two observations training gaps can be revealed and recorded and planning for their elimination or amelioration can be inaugurated.

To give a more practical example of the models application, assume that the system has been designed to allow for information breakouts according to the subjects taught by individuals. N teachers have thus been identified as having as primary responsibility the teaching of classes in English as a Second Language. Criteria for acceptable competencies in this area have been ascertained, and the data reveal that 50% of the respondents have had no measurable training in ESL.[5] Of this group perhaps forty percent are aware of this deficiency, and state in their responses their desire for training. A sound basis for planning relevant ESL training programs is thus provided. As for the balance of the group, further investigation into their abilities (or attitudes) might be appropriate — whatever the decision-makers think.

Ancillary Benefits

This process can be followed for all the variables upon which breakouts are chosen, and from further analysis of the total of responses, training priorities can be ordered and resources marshalled in accordance with the priorities.

In addition to establishing the extent of prior training and providing information for planning future training, there are other benefits that may be gathered and stored that will enable a region or state to maintain an account of adult education personnel, determine attrition rates, provide mailing lists, establish employment figures, and become a basis for further research.

Personnel Accounting

Useful data concerning the year to year stability of practitioners are available through the maintenance of a program such as this. Attrition rates can be closely monitored; growth trends in full-time opportunities can be observed (essential to long range planning); and, of course, the increasing professionalism of the field can be recorded.

Mailing Lists

Assuming an almost one hundred percent return on the survey, a complete mailing list of adult educators in the region or state becomes stored in the computer and, with proper programming becomes easily retrievable at minimal cost.

Further Research

With such a rich compilation of information available, baseline data are established should further research into characteristics, competencies, effectiveness, etc., be desired. The need for practical research in adult education is enormous and having a clearly defined population makes the task of research that much easier.

Summary

This chapter has offered a number of suggestions with respect to the design, development, conduct and analysis of an exhaustive needs assessment for adult education staff development. The authors both have been intimately involved in conducting such an activity in their respective Regional Staff Development Projects, and have attempted to share their experience. At the same time, they have attempted to encourage the reader to recognize the importance of systematic needs assessment in planning responsible training programs, and to further encourage the reader to employ systematic methodology in discovering the educational needs and desires of adult education practitioners.

Footnotes

1. Scarvia Anderson, Samuel Ball, Richard T. Murphy & Associates, *Encyclopedia of Educational Evaluation*, (San Francisco: Jossey Bass Publishers, 1975) P. 254.

2. A good example of an objective assessment can be found in: Lorraine M. Zinn, *Adult Basic Education Teacher Competency Inventory*—Virgin Islands, (University of Missouri-Kansas City: Center for Resource Development in Adult Education, March, 1975) in which competencies derived from Donald W. Mocker, *A Report on the Identification, Classification and Ranking of Competencies Appropriate for Adult Basic Education Teachers* (University of Missouri-Kansas City, July, 1974) were employed as criterion measures of previous training and future needs.

3. Such breakouts incidentally can be very useful in the development of highly pertinent training programs.

4. Op. cit., p. 254.

5. This figure is fairly accurate, incidentally. See Diana E. Bartley, "Survey: Teacher Training Needs in ABE/TESOL," paper presented at the AEA/NAPCAE Convention, Dallas, Texas, November, 1973.

APPENDIX

ADULT EDUCATION STAFF DEVELOPMENT PROJECT
REGION SIX PERSONNEL ACCOUNTING AND CONTROL SYSTEM
STAFF INFORMATION SHEET

FOR REGION SIX USE ONLY

State ☐☐ County ☐☐☐ Program ☐☐

1. Social Security Number ☐☐☐☐☐☐☐☐☐☐☐

2. Name (last name first) _____

3. Sex: Male ☐ Female ☐

4. Ethnicity:
   - American Indian ☐
   - Black ☐
   - Oriental ☐
   - Spanish surnamed ☐
   - White ☐

5. Adult Education (AE) or Adult Basic Education (ABE) job (check which one is most accurate):
   - Aide or paraprofessional ☐
   - Teacher or instructor ☐
   - Counselor only ☐
   - Administrator/Teacher ☐
   - Administrator only ☐
   - State department staff ☐
   - Check your area of work: AE ☐ ABE ☐

6. Your specific AE or ABE job title _____

7. Employed by: _____

_____
Agency or school

_____
Program name or agency division

_____
County City State Zip

_____
Home address

_____
Number of dependents Home phone number

8. How many hours each week do you work at this AE or ABE job?

1-3 ☐ 4-6 ☐ 7-15 ☐ 16-20 ☐
21-25 ☐ 26-30 ☐ 31-35 ☐ 36-40 ☐

9. How many months each year do you work at this AE or ABE job?

1-3 ☐ 4-6 ☐ 7-9 ☐ 10-12 ☐

10. If you are paid on an hourly scale, what is your rate? _____

11. Check your current annual salary range (salary from your AE or ABE job only):

Under 1000 ☐ 1000-1999 ☐ 2000-3999 ☐ 4000-5999 ☐
6000-7999 ☐ 8000-9999 ☐ 10000-11999 ☐ 12000-13999 ☐
14000-15999 ☐ 16000-up ☐

12. How many years have you been at your present AE or ABE job?

Under 1 ☐ 1-2 ☐ 3-4 ☐ 5-6 ☐
7-8 ☐ 9-10 ☐ 11 up ☐

13. Month and year hired for this job: _____

14. How many total years do you have in AE or ABE? (full or part-time)

Under 1 ☐ 1-2 ☐ 3-4 ☐ 5-6 ☐
7-8 ☐ 9-10 ☐ 11 up ☐

15. Do you have a teaching certificate?

Yes-elem. ☐ Yes-secon. ☐ Yes-all level ☐ No ☐

16. Check your educational status:

Less than HS ☐ Bachelor's ☐ 30 hours graduate work
HS certificate ☐ Master's ☐ and/or specialist degree ☐
Less than BA ☐ Doctorate ☐

17. Do you have a degree in adult education?

Yes ☐ No ☐

18. How many college credit semester hours in AE or ABE have you had?

No hours ☐ 1-3 ☐ 4-6 ☐ 7-9 ☐ 10-12 ☐
13-15 ☐ 16-18 ☐ 19-21 ☐ 22-24 ☐ 25-27 ☐
28-30 ☐

19. Are you interested in earning college credit for adult education courses, workshops, seminars, and/or in-service activities?

Yes ☐ No ☐ No opinion ☐

20. Would you like to work toward a degree in adult education?

Yes ☐ No ☐

21. Do you belong to a *state* adult education association?

Yes ☐ No ☐

22. Do you belong to a *national* adult education association?

Yes ☐ No ☐

23. Tell us how many days of training you have attended in each of the following subjects as pre- or in-service ABE training. For example, if you have been to 3 days of training on developing curriculum, you would put a check in row 8/column 3; if you have had one-half day of training on educational television, you would put a check in row 26/column 1. Describe the last 5 years only.

½ day	1 day	2-3 days	1 week	2-3 weeks

1. Teaching reading
2. Teaching English as a second language
3. Teaching consumer education
4. Teaching family life education
5. Teaching decision making
6. Teaching health education
7. Integrating career education
8. Developing curriculum
9. Individualizing instruction
10. Identifying and using new materials
11. Developing teacher-made materials
12. Developing effective teacher-learner relationships
13. Motivating and holding students
14. Applying adult psychology in training
15. Using adult learning theory in teaching
16. Counseling students
17. Evaluating student progress
18. Diagnosing needs and starting students
19. Utilizing community resources in teaching
20. Recruiting students
21. Administering/managing programs
22. Developing community-wide adult education coordination of services
23. Developing learning centers
24. Conducting action research
25. Training for teacher aides
26. Educational television
27. Curriculum development for special ABE groups
28. Cultural awareness
29. GED preparation
30. Teaching math
31. Teaching citizenship
32. Teaching science
33. Teaching commercial skills

32

24. Find the topic in which you would *most* like assistance. Place a "1" in the square to the left of that topic. Then find the topic in which you *next most* desire assistance. Place a "2" in the square to the left of that topic. Then find the topic in which you would *next* like assistance. Place a "3" in the blank to the left of that topic. Continue until you have written the numbers 1 thru 10 in the squares.

1. Teaching reading
2. Teaching English as a second language
3. Teaching consumer education
4. Teaching family life education
5. Teaching decision making
6. Teaching health education
7. Integrating career education
8. Developing curriculum
9. Individualizing instruction
10. Identifying and using new materials
11. Developing teacher-made materials
12. Developing effective teacher-learner relationships
13. Motivating and holding students
14. Applying adult psychology in training
15. Using adult learning theory in teaching
16. Counseling students
17. Evaluating student progress
18. Diagnosing needs and starting students
19. Utilizing community resources in teaching
20. Recruiting students
21. Administering/managing programs
22. Developing community-wide adult education coordination of services
23. Developing learning centers
24. Conducting action research
25. Training for teacher aides
26. Educational television
27. Curriculum development for special ABE groups
28. Cultural awareness
29. GED preparation
30. Teaching math
31. Teaching citizenship
32. Teaching science
33. Teaching commercial skills

OTHER (list topics)

34. _____
35. _____
36. _____
37. _____

REGION SIX PERSONNEL ACCOUNTING AND CONTROL SYSTEM

•SIXPACS• STAFF BACKGROUND REPORT

AS OF 08 OCT 74

REGION SIX ADULT BASIC EDUCATION STAFF

	HOURS/WEEK WORKED IN ARE								ROW TOTAL
	1-3	4-6	7-15	16-20	21-25	26-30	31-35	36-40	
AIDE/PARAPRO	69	344	66	32	11	9	8	63	602
	11.5	57.1	11.0	5.3	1.8	1.5	1.3	10.5	14.1
	17.0	11.7	14.8	27.8	26.8	33.3	50.0	25.1	
TEACHER/INSTRUCTOR	283	2387	264	55	22	10	8	81	3108
	9.1	76.8	8.5	1.8	.7	.3	.2	2.6	72.6
	69.9	81.4	59.1	47.8	53.7	37.0	37.5	32.3	
COUNSELOR ONLY	13	40	27	6	1	1	0	4	101
	12.9	39.5	26.7	5.9	1.0	1.0	0.0	4.0	2.4
	3.2	1.7	6.0	5.2	2.4	3.7	0.0	1.6	
ADMIN/TEACHER	9	89	32	6	1	3	0	34	184
	5.5	54.3	19.4	3.7	.6	1.8	0.0	20.7	4.3
	2.2	3.8	4.9	5.2	2.4	11.1	0.0	13.5	
ADMIN ONLY	30	69	47	14	5	4	2	46	231
	13.0	29.9	20.8	6.1	2.2	1.7	.9	19.9	5.4
	7.4	2.9	10.8	12.2	12.2	14.8	12.5	18.3	
STATE DPT STAFF	1	2	1	2	1	0	0	23	30
	3.3	6.7	3.3	6.7	3.3	0.0	0.0	76.7	.7
	.2	.1	.2	1.7	2.4	0.0	0.0	9.2	
COLUMN TOTAL	405	2936	447	115	41	27	16	251	4279
	9.5	68.6	10.4	2.7	1.0	.6	.4	5.9	100.0

NUMBER
ROW PC
COL PC

SIXPACS

•Sample printout page for Item 8 of the Region Six survey instrument.

PART II
ADULT EDUCATOR TRAINING

PART II

ADULT EDUCATOR TRAINING

Building upon models for systematic application of Adult Staff Development theory and principles presented in Part I, this Part deals more directly with an approach to delivering competency training to individual adult educators and with an important role in that delivery system, namely, that of "the trainer of trainers." Content in this Part is inclusive of:

COMPETENCY-BASED INDIVIDUALIZED TRAINING PROGRAMS FOR ADULT EDUCATORS: A NON-TRADITIONAL APPROACH TO ADULT STAFF DEVELOPMENT

- Rationale (individualization and need)
- Implementing Individualized Competency-Based Training Programs
- Summation, Conclusions and Recommendations

THE TRAINER OF TRAINERS

- Change as a Problem-Solving Process
- Change as a Social Interaction Process
- Change as a Linkage Process

Thus the first reading in this Part presents a description of the individualized, competency-based approach to training adult educators as specifically applied in Region VIII. The other selection is complementary to the first in that it characterizes the role of the adult educator who, in addition to receiving training, functions as a trainer of other adult educators — thereby becoming a "trainer of trainers." These readings blend well with those in Part I to the extent they reveal specificity in the training process itself.

CHAPTER IV

COMPETENCY-BASED INDIVIDUALIZED TRAINING PROGRAMS FOR ADULT EDUCATORS: A NON-TRADITIONAL APPROACH TO ADULT STAFF DEVELOPMENT

Sheila A. Schroeder and David M. Haggerty

Introduction

Adult Staff Development (ASD), as with most areas of teacher education, stands in need of improvement and begs a continuing search for effective alternative or nontraditional approaches. Individualized training, as a philosophy or theory, has a substantial cadre of supporters, but few have expended the time and resources necessary to develop and test a systematic process for facilitating such individualization in the training of practicing adult educators.

Among the searchers pursuing this approach is Project ACT (**A**dult **C**ompetency **T**raining), the Region VIII USOE-sponsored ASD project. After three years, Project ACT can report that an individualized training process for practicing adult educators has been developed and that individualized training programs have been successfully operationalized across a large geographical area — the six states of Region VIII.

The purpose of this article, then is to explain the Project ACT individualized training program (ITP) concept and to urge that it be adapted and used wherever a systematic process for facilitating individualized training with practicing adult educators is called for. This approach to adult educator training has been developed within a definite philosophical framework. It is important to begin by articulating this philosophy which has served as the basis for decisions and actions and should provide a key to understanding and interpreting the entire training approach. Principle beliefs inherent in this philosophy are:

- Adults, the mature and responsible members of our society, are important. It is adults who are now in the position to make decisions which affect family life, governmental functions and the general quality of life in the United States. Like children and youth, they deserve the opportunity to engage in learning experiences which can help them grow toward realizing their full potential.
- Adults differ from youth in several respects; therefore educational experiences for adults must be designed with consideration for the unique needs and characteristics of adult learners.
- It follows, then, that increasing the quality and quantity of educational experiences geared specifically to adult learners is of high priority. There is growing agreement among adult educators dedicated to this vision that to be worthwhile, these educational experiences must be designed to address *real needs* of adult learners. All efforts must be focused on ensuring that this be so.
- The thrust of adult educator preparation and training must, therefore, be toward assisting them to develop increased abilities so that they might most effectively meet the real needs of their adult clientele. Such training endeavors must typify "good adult education", for the adult educators themselves are adult learners with real needs to be identified, addressed and met. Any adult educator training program which fails to direct itself to these concerns will in some way be deficient.

Rationale

With these philosophical beliefs established, it is then appropriate to provide a rationale which discloses the needs this approach is designed to address and that, in fact, have prompted its development.

The growing need for staff development is a function of the rapidly accelerating rate of change which characterizes our society today. This has generated intensive and extensive increases in the need and demand for adult education of all types — from leisure-time activities to career education or job retraining, from basic-level education to highly advanced levels, from formally structured learning activities to those that are quite formal.

The educative community simply is not presently prepared, qualitatively, or quantitatively, to meet these demands on a wholesale basis. Most persons who currently work as adult educators have had little formal preparation for what they are doing. Even those who have had such preparation often find that the needs of their clientele have shifted so much that they, the adult educators, are no longer equipped to address these needs. Furthermore, it is becoming evident that there is a growing need for trained adult educators which far exceeds present levels; there simply are not enough such individuals. The urgent need for increasing ASD endeavors which provide relevant, practical ways of meeting these needs therefore cannot be denied.

It also appears obvious that the field of adult education is too broad and varied for the training needs of adult educators (teachers, administrators, counselors, etc.) to be met effectively by any one single method of training. So much is done by so many people under the rubric of adult education that it is inconceivable that uniform training procedures are feasible, much less desirable. It is not being suggested here, then, that the particular type of training process here described is the only viable approach. The authors believe, however, that there is a great need for individualized and competency-based training procedures for practicing adult educators. The basis of this belief is expanded in the following two sections.

Individualization: A Critical Concept in Staff Development

There are several interrelated reasons why the need for individualization in an ASD enterprise is perhaps more pronounced than ever before. The great diversity of systems and programs within the wide field of adult education has already been pointed out. Moreover, in every kind of adult education setting, many individuals come to be involved as learners. Despite similarities among people, each person is profoundly unique; and each has his own special needs which arise from his personality and life situation. Awareness is rapidly growing among educators that learning is ultimately an individual experience (e.g., Wass and Combs, Knowles, Rogers, et. al.). A person truly learns something only when he somehow perceives it to play a part in maintaining or enhancing the structure of his "self". For this to happen, as Rogers (1969) suggests, the learning experience and content must be relevant to the individual learner. It must speak to his real needs and wants and to the circumstances of his life.

If this description accurately depicts the current situation in adult education, how can adult educators be prepared to address the unique needs of individual adult clients? The best approach would seem to be to individualize the training process itself. This is doubly so when the individual uniqueness of adult educators-as-learners is taken into account. Like the clients they serve, no two adult educators have exactly the same backgrounds and overall life situations, nor do they find themselves in the same set of circumstances on the job. It does not seem possible that training approaches geared to large groups, or standardized programs which attempt to train great numbers of people the same way and in the same content areas, could adequately address all the manifold training needs of all adult educators. This is particularly so when it is remembered that learning styles, as well as content-area needs, differ so widely among individuals. *It seems clear, then, that a high-priority need in ASD is for an approach to training that can be effective in meeting multiple learning needs while accommodating the preferred learning styles of individual trainees.*

The Need for Competency-based Approaches to Staff Development

Current trends indicate growing necessity and demand for competency-based educational approaches. In a collection of articles dealing with Competency-based Teacher Instruction, Houston and Howsam (1972) indicate that competency-based is a term that has only recently begun to enjoy wide usage. In general, it describes educational goals which emphasize ability to do things rather than ability to demonstrate formal knowledge. According to these authors, and in keeping with previous statements made above in this article, the rationale for establishing such goals lies in the fact that for a long time it has been known that learning is

goal-oriented and centered in the individual, yet individualized and goal-oriented approaches to instruction have not been widely deployed. The educational system has not been geared up for such kinds of instruction. Finally, however, the tide is turning; and the demand for competency-based and individualized instruction is growing.

Ganeles (1974) points out that adult education has to a great extent always been competency-based, attempting to center on real learner needs and to work closely with the adult learners toward achieving expected outcomes of one kind or another. Formal training of adult educators, however — where such training is not completely lacking — all too frequently continues to use traditional forms of teacher training and certifying such as tabulating credit hours, course titles and grades. Current trends in ASD indicate movement away from this mammoth discrepancy. Not to do so would cripple ASD efforts, both because of the relative "irrelevance" of the content and approach of traditional programs, and because adult educators would thereby have no experience with the kinds of procedures which have been demonstrated to be most effective with adult learners.

A distinction must here be made between the training of beginning adult educators with little experience in this field and that of those who, irrespective of formal training, have served as adult educators for many years. In the former case, as Ganeles notes, programs more oriented toward achievement of somewhat pre-determined criterion competencies would seem approrpriate, although an individualized approach can and should be used in implementation. In the case of helping experienced adult educators to address competency-needs arising from their job situations, however, an even greater degree of overall individualization seems necessary. Here, not only learning styles, but also the competencies themselves, must be defined and addressed on an individual basis because of the great variations among job situations.

Let it be assumed for the moment that certain general competencies necessary for given categories of adult educators can be determined (e.g. for ABE teachers; cf. Mocker, 1974). Even if this is so, this is no guarantee that training can be provided which will systematically impart such abilities to practitioners on a wholesale basis. The authors believe that competency-based training which is tailored to meet personal needs of individual trainees in a relevant and meaningful manner is the best approach for ASD. If behavioral objectives are established to be pursued by practicing adult educators-in-training, the training must be implemented in programs which account for the readiness-to-learn/relevance dimension of adult education.

The Need for Adult Staff Development is Evident

Such efforts must incorporate approaches which are both individualized and competency-based. These approaches must always be designed to identify and address the real needs of the trainess involved in manners suited to individual learning styles. Strict behavioral objectives, whether predetermined or arrived at by helping the individual educator to articulate them, have a place, but must be employed judiciously and only where appropriate. Most importantly, staff developers must ensure that determining and meeting real and meaningful needs becomes and remains the chief goal. A working example of a training programs system which strives to articulate and address adult educator needs is the Individualized Training Program (ITP's) component of Project ACT. The next section of this article will explain the ITP's in some detail.

Implementing Individualized Competency-Based Training Programs

Individualized Training Programs (ITP's) have been deployed with approximately 60 adult educator participants in Project ACT. The participants are teachers, counselors and administrators from a variety of local adult education programs in the six-state area of Region VIII. Because of the diverse backgrounds and present job circumstances of these individuals, no two programs have been exactly alike, nor have precisely the same outcomes resulted.

Competency-based Individualized Training Programs for Adult Educators: A Non-traditional Approach to Adult Staff Development (continued)

Nevertheless, all the ITP's were developed on the basis of certain general requirements critical to the effectiveness of individualized competency-based training. Before explaining the Project ACT ITP concept, these prerequisites must first be discussed.

Prerequisites for an Individualized Competency-Based Adult Educator Training System

Any individualized and competency-based educator training system grounded in the philosophical position with which this article began and focused on the broad need-areas which were discussed must necessarily follow certain general guidelines and manifest certain indispensable characteristics. Three years of designing and implementing competency-based individualized adult educator training programs within an ASD system have furnished opportunity to develop and refine the guidelines and criteria presented here.

The starting point in any competency-based individualized training programs system for adult educators is the recognition that each person has professionally-related need-areas that require attention. These need-areas must be identified in ways that would ensure that he perceives them as relevant to himself and his professional environment. Clearly, the person most capable of identifying needs in this fashion, thereby ensuring continued relevancy and the creating of conditions which would readily promote significant learning, is the individual himself. *Thus, a principle characteristic of individualized training programs must be that the adult educator trainee play a major part in identifying and setting priorities to his own competency need-areas.*

Criteria for developing programs. Programs designed and implemented to meet these individually identified needs are bound by certain criteria:

- Relevancy: the program developed to address an individual's competency needs must be relevant to those needs.
- Accessibility: resources, activities, etc., which the trainee can conveniently utilize must be readily available.
- Practicality: reasonable time limits must be calculated and agreed upon by trainees and facilitators; expenses to trainees should be minimized; overall cost-effectiveness maximized.
- Flexibility: programs should be designed to be adaptable to changes in circumstances and needs and open to revision where necessary and appropriate.
- Reward Potential: opportunity for both personal satisfaction and professional rewards should be built into the system.

Guidelines for facilitating programs. After the above pre-conditions have been met, the facilitating organization can design learning packages directed at specific need-areas of individual trainees. Packages may include literary and audio-visual resources, prescribed consultations with experts, visitations to adult education programs, participation in training workshops, and ongoing evaluations of and reporting on the various experiences. While the individual is engaged in the experiences, direction and facilitation should be provided wherever necessary. (For a more detailed expose of the issues involved in facilitating staff development, cf. other articles in this book: *"The Trainer of Trainers,"* by Hartwig and Gardner; and *Staff Development and Institutional Change*, by Ulin). The role and skill of the facilitators is essential. Too much direction can make the individualized training program become teacher-oriented rather than learner-oriented. While the facilitator is responsible to make the trainee aware of available resources and to help structure and organize the experiences, the individual must be self-directed enough to employ them; he must become a self-teacher. The extent to which the individual can utilize his resources and apply what he learns to his relationship with clients and colleagues determines the success of the learning experience.

Ongoing evaluation is necessary to make individualized training programs effective. Each step within the program must continuously be monitored to ensure that its overall objectives are being satisfied. It has already been stressed that the programs be adaptable; if, through evaluation, need for change is indicated, change should be initiated.

The Project ACT ITP Process

In Project ACT, ITP's have been developed and implemented on the basis of the foregoing principles and criteria. Although specific programs for individual trainees varied greatly, a standardized process has been designed for and employed in the development and implementation of all ITP's.

As shown in the conceptual model following, the ITP process consists of four fundamental steps: Identification of needs, specification of needs, implementation of activities prescribed to meet needs, and evaluation. The process can only be briefly explained here. Readers are referred to Appendix A for a view of a complete Individualized Training Program.

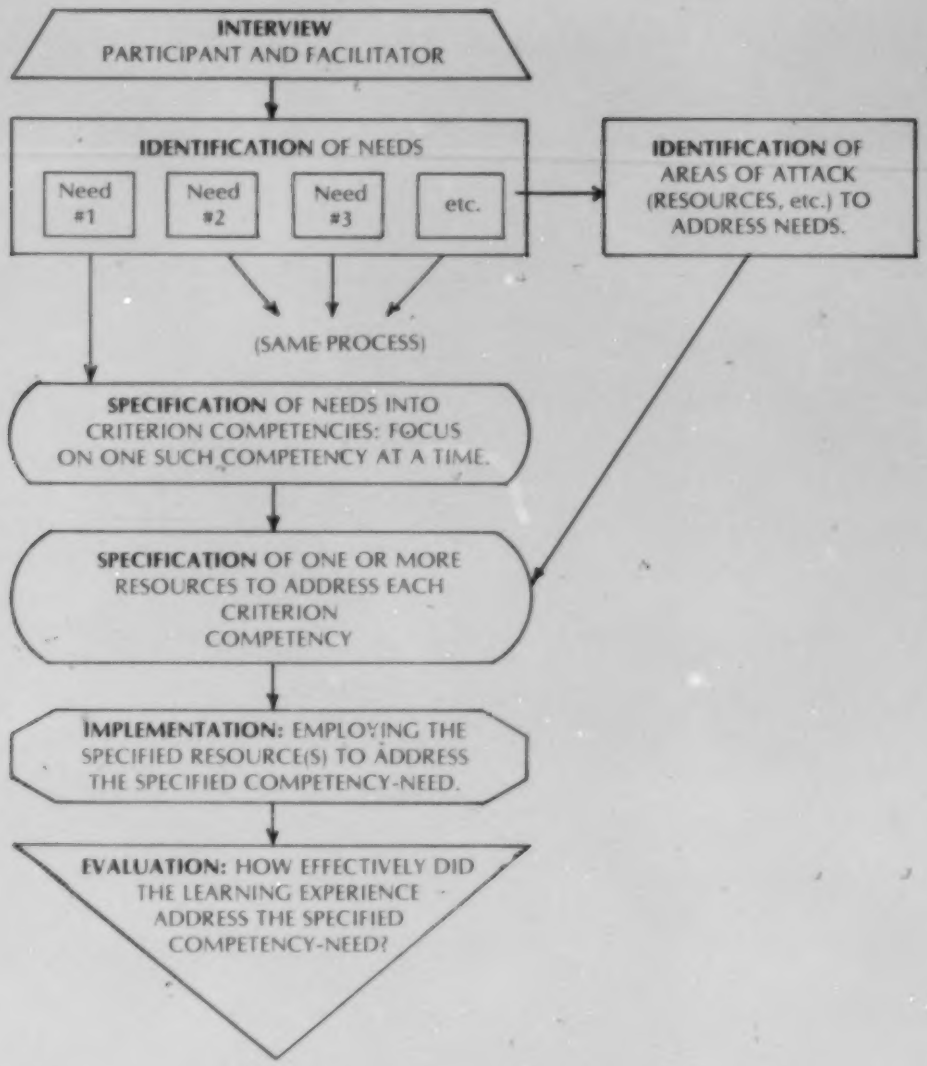
Identification: Process step one. Using specially designed procedures and questions, staff members interview participants on a one-to-one basis. Questions such as "please tell us who you are and what you hope to gain from this training opportunity" are raised at the outset of the interview. Participants are also asked to respond to more specific questions and situations:

> What are the most important characteristics or abilities and job skills you feel an adult educator, coordinator or local director should possess? . . . Describe a work related experience that you found to be especially dissatisfying . . . satisfying . . . List problems of concern to you . . .

The participant is encouraged to reveal his "felt" competency needs and also to begin to explore the realm of "unfelt" needs, which might be critical to development of his training program. General competency needs identified are then ranked in priority order by the participant so that he can deal with those that are most pressing. At the same time, potential means for meeting priority needs are also identified by the participant as he addresses such questions as:

> If you were free to choose any learning activity or situation in any area of study and in any place, what would you most like to do in order to improve yourself? . . . . Do you know of an adult education program that is so successful that you would like to visit and study first-hand? . . .

The ITP Process: A Conceptual Model


INTERVIEW
PARTICIPANT AND FACILITATOR
IDENTIFICATION OF NEEDS
Need #1
Need #2
Need #3
etc.
IDENTIFICATION OF AREAS OF ATTACK (RESOURCES, etc.) TO ADDRESS NEEDS.
(SAME PROCESS)
SPECIFICATION OF NEEDS INTO CRITERION COMPETENCIES: FOCUS ON ONE SUCH COMPETENCY AT A TIME.
SPECIFICATION OF ONE OR MORE RESOURCES TO ADDRESS EACH CRITERION COMPETENCY
IMPLEMENTATION: EMPLOYING THE SPECIFIED RESOURCE(S) TO ADDRESS THE SPECIFIED COMPETENCY-NEED.
EVALUATION: HOW EFFECTIVELY DID THE LEARNING EXPERIENCE ADDRESS THE SPECIFIED COMPETENCY-NEED?

Specification: process step two. Once need areas have been identified by the participant, staff facilitators then break down the participant's priority competency needs into specific components. Each of these components becomes the basis for a learning package within the ITP. For example, a person's general need for more skill in program development might include the specific components of conducting needs surveys and of coordinating available resources. Particular resources and experiences which will enable the participant to address his specified competency needs are also described in the building of learning packages which become a part of the total Individualized Training Program.

Implementation: process step three. This step of the process marks the real beginning of actual training. The participant receives his training program, including the learning packages prepared to address specified competency needs. Over an extended period of time, the participant uses the recommended resources and engages in activities articulated in his program. It should be noted that the process steps utilized in development of ITP's (i.e. identification, specification, implementation and evaluation) are again evidenced within the actual training program (Appendix A).

Evaluation: process step four. This step actually is operative throughout the entire process. While no specific or highly structured method has been established, the participant has opportunity to evaluate all phases of the process by corresponding and dialogue with staff facilitators, both to request program modifications and to appraise learning experiences. A variety of other sources of evaluative information have also been tapped: Consultants who work with participants, local groups whom the participant serves as clients, and local program administrators and others who work with or supervise the participant. In addition, the Project has employed a team of professional evaluators to assess the overall ITP effort; their findings indicate the ITP process to be an effective training procedure. Three research studies dealing with the ITP's have been conducted by staff members; the results of the first are noted in a later section of this article.

Dynamics of the ITP Process

The bare bones of the ITP Process used in Project ACT have been examined in the foregoing presentation and explanation of a conceptual model. This skelton must be "fleshed out" then by looking at the essential features and operative dynamics of this process as it is employed in Project ACT. The strong connection between the salient characteristics of the ITP's and the five prerequisite criteria for establishment of individualized competency-based programs just presented indicates both the close conforming of the ITP's to the criteria and the fact that the criteria themselves emerged partly as a result of insights gained by staff and participants involved in the undertaking.

General characteristics of the ITP's; kinds and sources of training resources. The ITP is designed to help each participant's effort to achieve increased competency in one or more identified personal need areas related to his role as an adult educator. *The identification of competency need-areas is done by the participant.* This method promotes *relevance* and self-motivation, factors likely to guarantee that what is learned becomes truly meaningful to the learner. The ITP is *flexible*, open to alteration if changes are needed.

One of the most important qualities of the ITP is its *accessibility*. A self-paced guide for the participant, the ITP is not an "hour per day, three day per week drive to the nearby school"-type of class. The experiences for each competency need are prescribed in a purposeful, sequential manner many times supplemented by the individual's work environment. As much as possible, each ITP provides the participant with opportunity to work with local programs in his own area as part of his training activities. Likewise, *testing theory and applying gained knowledge in one's own work environment is strongly encouraged; indeed, it is the primary focus of the ITP process.*

When a competency need is not directly addressed within the participant's immediate work situation or at another local program, other experiences (such as consultations with staff development specialists and others, visitations to non-local programs, and use of literary and audio-visual (A-V) resources) are prescribed to meet the individual's requirements. Literary and A-V resources are mailed to the participants from the Project ACT Resource Information System (PARIS). This sophisticated, computerized system has been especially developed for use with ITP's, but is also valuable as a general resource system in adult education.

Self-directed learning, a crucial factor in the ITP process. *In the ITP process, however, the most important resource is not provided. It cannot be, for it is the learner himself.* The extent to which the process succeeds depends on the enthusiasm, effort and perseverance expended by the trainee. The process requires that participants be self-motivated and self-directed learners. Many people, more accustomed to the more passive/reactive learning mode inherent in traditional educational approaches, must be helped to unlearn former habits and to become self-directed learners before being able to manage their ITP successfully. Once such pre-training has taken place, the potential of the trainee to profit from the experience is greatly increased.

Practicality of the ITP. The criterion of *practicality* is more than adequately met by the ITP process. It is the responsibility of each ITP participant to become involved in the experiences prescribed in his program and to complete them by target dates mutually agreed upon by him and Project Staff. The flexibility of the process ensures that events can be scheduled and deadlines established which do not seriously interfere with the participant's other responsibilities.

Reward potential of the ITP. The participants in these programs may realize a variety of rewards. First, foremost and ideally, those who have recognized the need for competency in an area and who have been successful in achieving that competence through self-motivated learning usually feel very personally and professionally rewarded. Not only is the expertise they have developed incorporated in their work setting, but also may be shared with other professionals.

Another reward observed to have motivating characteristics is that of the support provided the participant by staff facilitators, consultants and other participants. Such support allows the individual to clarify for himself his areas of competency need and competency strength. Feedback, frequently helpful in self-evaluation, is readily available to each ITP participant.

It would be an oversight to neglect mention of still another reward realized by many — that of college credit for ITP experiences. Well over 50 per cent of the ITP participants have sought and received graduate level college credit from several institutions of higher education in Region VIII for selected ITP experiences. Several have used ITP experiences as part of a graduate program of study at the masters or doctoral levels. One participant gained acceptance of her ten-month ITP as a program of study for her entire senior year of undergraduate school. Other participants have utilized their Individualized Training Programs as basis for administrative certification.

Developing the ITP's

Staff facilitators must employ highly efficient methods to develop a large number of ITP's which begin at about the same time and run concurrently. After the initial interview, programs must be developed as soon as possible to minimize excessive time-lag between identification and addressing of priority competency needs. The Critical Path Method (CPM) is used in the development of ITP's by staff facilitators. The CPM involves identification and sequencing of tasks necessary for the development of an ITP, allocation of human resources, determination of the time required to complete each task, calculation of the time required for the development of all the ITP's in the system (i.e., the concurrent ITP's of a number of participants). (See Appendix B for a detailed listing of critical tasks necessary for the development of ITP's.) The most efficient allocation of scarce human resources within and among the ITP's is thereby accomplished by identifying the resources required for each task and sequencing the tasks of the ITP's to stay within a pre-determined resource-deployment level.

The "critical path" through any project network is the chain of activities which must each be completed on schedule in order to complete the total project on time. The method allows its user to determine realistically the total time necessary to complete a project based on the

actual rate of individual task completion projected by those who will be doing and facilitating the tasks. Thus, desired completion dates can be set for the entire ITP system, for each ITP, and for phases within the ITP's. Personnel may proceed at their preferred rates because the date on which the tasks, etc., must begin is calculated to meet their particular needs.

Overall Evaluation of the ITP Approach

The approach to individualizing adult educator training related in this article can be seen to meet the key criteria of relevance, accessibility, practicality, flexibility, and reward potential. A survey conducted with a sample of ITP participants yielded preliminary data supportive of the positive value of this methodology. In the survey, participants were asked to consider the content area(s) addressed in their respective ITP's. In relation to the content areas, the individual was asked to respond to three questions (in terms of pre- and post-close perceptions):

1) "how knowledgeable do you consider yourself in the subject matter?"

2) "how competent would you feel teaching the subject matter?"; and

3) "how competent would you feel to act as a consultant in the subject matter?"

Results of the survey indicated that respondents perceived themselves as more knowledgeable, more competent in teaching the subject matter, and more capable to act as a consultant after the ITP experience than prior to the experience. The degree of change indicated by respondents (pre-/post-ITP) was found to be greater in the "knowledge" area than in the "teaching" and "consulting" areas.

Additional findings of the survey suggest that respondents perceived: 1) ITP resources to be appropriate for their use in meeting learning needs; and 2) participation in ITP experiences to have influenced not only the individual participants, but also other adult educators in their local communities. When asked to compare the ITP with other types of learning experiences, respondents indicated that the ITP was as good as, or better than other methodologies.

IT is also significant to note that in the survey under discussion, staff facilitators were asked to rate independently all participants in terms of "evidence of self-directedness". A comparison was made between responses of those participants perceived by staff to be "highly self-directed" and those perceived to be "minimally self-directed". Results of the comparison indicated that the more self-directed individuals (as viewed by staff) tended to perceive a greater degree of growth and change and generally had more favorable reactions to the ITP than did the less self-directed individuals. Interestingly, no systematic relationship between respondents' self-rating on the "self-directedness" factor and degree of change in competency levels was found. Findings, therefore, of this initial evaluative study suggest that participants who are more rather than less self-directed tend to achieve greater gains in competency and more satisfaction from their ITP's. A formal research study designed to determine the degree of correlation between effectiveness of the ITP process and degree of participant self-directedness has recently been completed. Results of the study will be available in August, 1975.

As evidenced in the foregoing discussion, there are indicators which suggest that the ITP is an effective and worthwhile training procedure. This is further substantiated by a statement made by external evaluators for Project ACT, Burton and Doris Kreitlow, in a report of June, 1974:

> the organization and use of the material provided by Individualized Training Programs developed by ACT staff is equal to, or better than much that passes for undergraduate and graduate credit experiences in colleges and universities (p. 65).

Competency-based Individualized Training Programs for Adult Educators: A Non-traditional Approach to Adult Staff Development (continued)

Summary, Conclusions and Recommendations

The purpose of this article has been to articulate the need for individualized competency-based training for practicing adult educators, to support the validity of this position, and to suggest one way this need can be met by describing an existing, functional system. The concepts of individualization and competency-based education are gaining increasing attention from the educational community. Adult educators have recognized for some time the need to individualize instruction with their adult clients. Further, knowledge of pressing needs of adult learners has caused educators of adults to use educational approaches which encourage adult learners immediately to apply new knowledge, skills and attitudes to real-life problems.

Adult educators, in order to be most effective, must themselves engage in life-long learning. The field of adult education is broad and encompasses many disciplines. Adult educators may be found in a multitude of roles and settings throughout the nation. The manifold needs of clients served by educators of adults are complex and changing. Given the multiplicity of situations in which adult educators find themselves and the demands placed on them, it is inappropriate to suggest staff development activities modeled after traditional "mass" education approaches.

Individualized competency-based training, then, seems to be a singularly effective method for meeting training needs of practicing adult educators. The Individualized Training Program (ITP) approach described in this article provides a means which allows adult educators to address competency needs in manners suitable to individual learning styles and work situations.

The Individualized Training Program approach is a fresh, new concept. Initial experience with a diverse group of 60 adult educators from a six-state area indicates that the ITP process is an effective approach to staff development. It has already been used by participants for gaining academic credit at the undergraduate and graduate levels and for recertification of administrators. The approach has potential for application in an even wider variety of situations.

The ITP Process can be utilized within a local ABE program in conjunction with more generalized training for the entire staff. A number of selected staff members, if not the total staff, might receive individualized training and also share their competency strengths with other staff members. There is potential for the incorporation of an ITP system into undergraduate and graduate programs in adult education, in which the actual competency needs of students often vary widely. The feasibility of this has, to a great extent, already been demonstrated by ACT participants. Representatives of Cooperative Extension Services in several states are currently considering the integration of the ITP process into existing staff performance appraisal systems.

Supervisors, while counseling with extension agents regarding performance in the job, currently identify the competency needs and strengths of the individual. In most cases, however, a systematic process for addressing **individual** competency needs is not being implemented. The Individualized Training Program process is an approach that could be used to address individual staff needs.

Integration of the ITP process as an approach to staff development into on-going institutional practices and procedures (in a wide variety of agencies and organizations) appears to be a desirable goal. By so doing, the needs and goals of both the institution itself and those of the staff employed by the institution may be identified, related to one another, and addressed in an organized and purposeful fashion. It is therefore recommended that the approach herein described be examined and considered for use by those responsible for the design and implementation of staff development systems.

APPENDICES

APPENDIX A

SAMPLE

INDIVIDUALIZED TRAINING PROGRAM

April 15, 1974

TO: Project ACT Participants

FROM: The Project ACT Staff

SUBJECT: Your Individualized Training Program (ITP)

Within the enclosed notebook you will find a ten month program designed to address your needs and interests as an Adult Educator in Region VIII. It is our hope that it will facilitate your efforts to best meet the needs of those you serve and to pursue your Adult Education career goals.

Your Program is developmental in nature; it is constructed to provide a variety of experiences in a purposeful, sequential fashion. We wish to stress, however, that we view your Program as flexible and open to adaptation. We therefore request, initially, that you 1) **review your Program,** 2) **discuss it with your Policy Board member(s),** and 3) **provide us with your reaction.** In addition, we ask that you maintain close contact with our office and your Policy Board members throughout the year.

As the year progresses, we anticipate that each of us will identify new resources that may be of mutual relevance. Please communicate your discoveries to us; we will do the same.

In reviewing your ITP, we suggest that you first read the "Summary of Suggestions for Use of Your Individualized Training Program". You will note that we have enclosed a stamped self-addressed envelope for you to mail your time schedule (as referred to in the "Suggestions for Use . . ." portion of the ITP). To expedite arrangements for your initial experiences, we have requested that the schedule be sent to us by May 1, 1974.

We will be looking forward to hearing from you in the near future. Please address your phone calls and/or correspondence to:

Virginia B. Ricard and/or
Sheila Schroeder
Program Coordinators

VBR/SS.nd

SUMMARY OF AND SUGGESTIONS FOR USE OF YOUR INDIVIDUAL TRAINING PROGRAM

It is our hope that the information which follows will aid you in utilizing your Individualized Training Program. **It is recommended that you read this information prior to reading your Program in its entirety.**

Your Individualized Training Program (ITP) has been designed to address your adult education staff development needs and interests. The Program includes five major sections titled:

1. Individualized Training Program
2. Summation: Competencies/Experiences
3. Literary/AV Resource List
4. Summation: Time Schedule
5. Estimated Budget

The following is a brief description of each section. For easy reference, you will note that the sections are of varying colors.

I. **INDIVIDUALIZED TRAINING PROGRAM** (Yellow)

The section entitled "Individualized Training Program" comprises the main body of your program. It has been "tailor-made" to address **your** interests and concerns. The ITP has been designed to provide you with experiences which are developmental in nature. Careful thought has been given to the sequence and "pacing" of your program.

As you will note, this section includes three major segments:

NEEDS IDENTIFIED BY PARTICIPANT which you related to us through interviews, written correspondence and/or phone conversations.

CRITERION COMPETENCIES: RECOMMENDED EXPERIENCES AND TIME SCHEDULES

A. On the left-hand side of each sheet you will find (1) an outline of the need(s) being addressed; and (2) sequential experiences which will aid in the development of competencies to meet the need(s).

B. Experience Facilitation — includes recommended resources designed to facilitate your efforts toward development of competencies necessary to meet your needs. Reference is made to human resources, sites (observations, visitations, workshops, practicums, etc.) and literary/audio-visual resources. A detailed listing of literary/AV resources is included in Section III of your Individual Training Program.

C. Time Schedule — specifies suggested dates for accomplishment of experiences. The schedule was developed with consideration for your overall program (including sequence, availability of resources and the information you have shared with us related to your time constraints).

YOUR EXPECTATIONS AND REACTIONS — A description of the process through which you will have opportunity to express your expectations prior to and reactions following experiences.

II. **SUMMATION: COMPETENCIES/EXPERIENCES** (White)

A one-page summarization of those experiences recommended to assist you in the development of competencies necessary to meet the needs which you have expressed.

III. **LITERARY/AV RESOURCE LIST** (Green)

A detailed reference list of all literary and audio-visual resources recommended in the main body of your ITP (yellow sheets). Unless otherwise indicated, appropriate literary/AV resources will be mailed to you from the Project ACT Resource Center according to your personalized time schedule.

IV. **SUMMATION: TIME SCHEDULE** (Pink)

Two copies of a one-page summarization of the recommended time schedule for completion of experiences, which collectively comprise your Individual Program. You will also note that there are two blank columns on the sheet entitled "adjusted time," and "actual time."

Following your review of the total ITP and discussion with (1) your Policy Board members and (2) the Project ACT staff, **please complete the "Adjusted Time" column** (i.e., should you feel adjustments in the time schedule are necessary).

Please keep one copy of your time schedule and **mail the second copy to our office by May 1, 1974.** We have included a stamped, self-addressed envelope for your convenience.

Upon completion of experiences, we request that you fill in the column entitled "Actual Time," and periodically apprise us of your progress throughout the year. This is recommended in order that we might supply references, arrange for visitations, etc. at the time appropriate for you.

V. **ESTIMATED BUDGET** (Blue)

Includes Project ACT budgetary allocations for your programs and an outline of procedures for final expenditure approval.

In summary, your Individual Training Program represents a one-year plan for experiences designed to assist you in meeting your needs as an adult educator. For your convenience, the experiences we have recommended and the time schedule we have proposed have been summarized and included in your "total" program. We will be looking forward to hearing from you in the near future and to receiving your time schedule by May 1, 1974.

INDIVIDUALIZED TRAINING PROGRAM
FOR
AL C. TURNER[1]
COLORADO

Appendix A (continued)

NEEDS IDENTIFIED BY PARTICIPANT

- Effective utilization of space, budget and faculty/staff time for materials development.
- Production of media effectively meeting student needs.
- Increased competency, in-service education/GED preparation.

CRITERION COMPETENCIES: RECOMMENDED EXPERIENCES AND TIME SCHEDULES

	Experience & Facilitation	Time Period
For Space, Budget, Time Need		
1. **Identify:**		
a. Several methods facilitating effective use of space, budget and time by teachers and/or administrators of adult programs.	Sites: Tutoring Service for Adult Students, Denver, Colorado	May/June, 1974
b. At least one program or area of personal need in which effective use of space, budget and/or time is a related concern.	Center for Adult Education, Casper, Wyoming Educational Services, Inc., Portland, Ore. Consultants/ Facilitators: Sr. Rose Marie Smith Ralph Johnson Bob Garfield	
2. **Specify** at least one method which might facilitate effective use of space, budget and time in your identified area of concern.	Resources: A-2; A-1 (a-i as desired	June, 1974
3. **Implement** the method, noting the result(s).		July, 1974
4. **Describe** the implications for future program planning or personal change(s).		

[1]All names and addresses in this sample are fictitious.

For Effective Media Production Need		
1. **Identify:**		
Current media/AV instructional materials available to adult educators.	Resources: B-1 to B-7	May/June, 1974
b. At least one program/facility producing media for adult programs.	Site: Educational Services, Inc.	

2. **Specify:**		
a. Materials of particular interest to you.		June/July, 1974
b. Materials produced by the program/facility identified in 1-b above.		
3. **Describe:**		
a. Materials of particular interest to you that were produced by the program/ facility identified.		July/August, 1974
b. Methods of utilizing materials observed.		
c. Implications for you as an adult educator.		
(Note: to be continued)		
For In-Service Education Need		
1. **Identify:**		
a. At least 2 primary (1) characteristics, (2) attitudes, and (3) skills necessary for the successful teacher of adults.	Resources: C-1 (as preferred); C-2	May/June, 1974
b. One successful adult program to observe.	Tutoring Services for Adult Students; Center for Adult Education	
c. One adult program in which you are directly involved.		
2. **Specify:**		
a. The teacher characteristics, attitudes and skills observed in the successful program.		June, 1974
b. The presence or absence in the successful program of the teacher attributes identified in 1-a above.		
c. Similarities and differences between the two programs related to: (1) group composition; (2) curriculum content focus.		

3. **Determine** the implications of your observations for (a) future teacher training plans, (b) you in your present adult educator role.		
4. **Identify:**		
a. Several methods, techniques and/or procedures for reaching the undereducated adult in Adult Education programs.	Resources: C-3 C-4, C-5	July, 1974
b. At least 1 successful program focused on learning for the undereducated adult.	Tutoring Services for Adult Students; Center for Adult Education — earlier observation.	July, 1974
5. **Specify:**		
a. Methods, techniques and/or procedures observed in the successful program and their relation to the following roles: (1) teacher, (2) learner.		
b. Methods, techniques and/or procedures observed that are relevant to your local program needs.		
6. **Implement** the relevant practices.		August, 1974
7. **Evaluate** the result(s).		

YOUR EXPECTATIONS AND REACTIONS

1. Expected outcomes for and reaction to experiences involving the participant will be noted by the following:
   a. Participant
   b. Consultant (as applicable)
   c. Group serving as focus of participant involvement (as applicable).
2. Appropriate opportunities to express your expectations prior to and your reactions following experiences will be provided.
3. Follow-up reaction: September, 1974.

A

Purpose of Consultation

Consultant:

Sister Rose Marie Smith, Ph.D., Director, Tutoring Services for Adult Students, 6882 East 12th Street, Denver, Colorado, 80204: telephone: (303) 862-5146.

To enable the ACT participant:

1. To observe the characteristics, attitudes and skills necessary for the successful teacher of adults.
2. To observe teaching methods, techniques and procedures for reaching the undereducated adult.
3. To observe methods facilitating effective use of space, budget and staff time by teachers and/or administrators of a successful program for adults.

NOTE:

In accordance with your Individualized Training Program, consultations/observations have been confirmed with Consultants and Facilitators as indicated on the attached ITP insert(s): A, B and C.

Consultants and Facilitators may be contacted directly to arrange mutually convenient visitations during the **time frames noted in your ITP** for each experience.

We request that you inform the Project ACT staff as to confirmed dates, etc., for your visitations/consultations, in order that we might make any necessary final arrangements. Please inform us at least two weeks prior to any visitations/observations.

LITERARY AND AV RESOURCE LIST
FOR
AL C. TURNER — COLORADO

Appendix A (continued)

A-1. Leadership Resources, Inc., Management Series (selected)

a. *Decision-Making* — Brown

b. *Learning Climate* — Knowles

c. *Individual Motivation* — Buchanan

d. *Appraisal of Personnel* — Blansfield

e. *Authority and Responsibility* — Brown

f. *Delegating and Sharing Work* — Brown

g. *Organizing the Enterprise* — Gibson

h. *Developing Personnel* — Bellows

i. *Use of Time* — Brown

2. Kolb, D. A., Rubin, I. M., & McIntyre, J. M. *Organizational psychology.* Englewood Cliffs, N.J.: Prentice-Hall, 1971.

B-1. Niemi, J. A. *Mass media and adult education.* New Jersey: Educ. Tech. Publ., 1971.

2. Klevins, C. *Materials and methods in adult education.* Los Angeles: Klevens Publ., 1972.

3. Witherspoon, J. P., & Kessler, W. J. *Instructional television facilities: A planning guide.* Washington, D. C.; USDHEW and Welfare OE, #OE-34043, 1969.

4. Bretz, R. A taxonomy of communication media. Englewood Cliffs, N. J.: Educ. Tech. Publ., 1971.

5. *Adult education and television: A comparative study in three countries.* NIAE-UNESCO, 1966.

6. Gordon, G. M., & Falk, I. A. *Videocassette technology in American education.* Englewood Cliffs, N. J.: Educ. Tech. Publ., 1972.

7. Boucher, B. G., Gottlieb, J. J., & Morganlander, M. C. *Handbook and catalog for instructional media selection.* Englewood Cliffs, N. J.: Educ. Tech. Publ., 1973.

C-1. (Monographs) Research to Practice. Research Information Processing Center, Department of Adult Education, The Florida State Univ., Tallahassee, 1971.

a. *In-service Education in ABE* — Knox.

b. *The Role of the Paraprofessional in ABE* — Norsworthy.

c. *Starting Students Successfully in ABE* — Seaman.

d. *Psychological Factors in Adult Learning and Education* — Verner and Davison.

e. *Physiological Factors in Adult Learning and Instruction* — Verner and Davison.

f. *Preventing Dropouts in ABE* — Seaman.

g. *Decision-Making in the Planning and Implementation of Instruction in ABE* — Snyder.

h. *Recruitment in ABE* — Snyder.

i. *Facilitating Learning Through the Use of Supportive Services in ABE* — Ashley and Norsworthy.

j. *Program Evaluation in ABE* — Knox.

2. Knowles, M. S. *The modern practice of adult education.* New York: Association Press, 1970.

3. *Motivation and recruitment.* Albuquerque, N. M.: Southwestern Cooperative Educational Laboratory.

4. Ulmer, C. *Teaching the culturally disadvantaged adult.* Englewood Cliffs, N. J.: Prentice-Hall, 1972.

5. Cole, J. L. *The application of computer technology to the instruction of undereducated adults.* Raleigh: North Carolina State U., 1971.

SUMMATION: TIME SCHEDULE FOR AL C. TURNER - COLORADO

May, 1974 through August, 1974

Criterion Competency	Estimated Time	Adjusted Time	Actual Time
Space, Budget, Time	May/July, 1974		
Media Production	May/August, 1974 (Note: time may be extended)		
In-service Education	May/August, 1974		

Other Potential Activities

1. ACT workshops involving all participants, as yet unscheduled.

2. State workshops/activities involving participants by state.

ESTIMATED BUDGET
FOR
AL C. TURNER - COLORADO

(May, 1974 - August, 1974)

Process for Expenditure Approval

Final expenditure approval for all Project ACT participant travel, per diem, registration fees, etc., must be gained prior to each activity. The process for receiving final approval is as follows:

1. You have received as part of your ITP (yellow sheets) (or will receive within the very near future) special correspondence related to and insert(s) for your ITP indicating the purpose of "consultation", "visitation", etc. In most cases, it has been suggested that you make direct contact with the site and/or consultant recommended to you. The sites and consultants involved have received information related to your ITP, purpose of visitations, etc.

2. In order that we might make any necessary final arrangements with sites and/or consultants, **we request that you apprise the Project ACT office of the date(s) you will be making visits, observations, and/or working with consultants. This information should be received in our office (via phone or mail) no less than two weeks prior to your experience.**

Your Estimated Budget*

Travel:

1. Casper, Wyo.: airfare and ground transportation	$ 80.00
2. Portland, Ore.: airfare and ground transportation	200.00
3. Other travel: Local area, observations/ visitations, 200 mi. @ .12/mile	24.00

Per Diem

1. Casper, Wyo.: 2 days @ $25/day	50.00
2. Portland, Ore.: 3 days @ $25/day	75.00
Communications: telephone and postage	10.00
Other Project Activities: workshops, meetings, etc.	75.00
Total Estimated Budget	$514.00

*Note: This estimated budget has been developed to reflect expenditures directly related to your ITP. Regional Resource Team expenditures are not included as part of this estimated budget.

APPENDIX B

CRITICAL TASKS IN THE DEVELOPMENT OF INDIVIDUALIZED TRAINING PROGRAMS

1. Schedule an interview with the newly selected ACT participant (one-to-one).
2. Explain the purpose of the interview; provide a relaxed climate conducive to spontaneous response; offer ample opportunity for questions.
3. Present **Participant Interview Cards** to the participant. The participant should be allowed sufficient time to read and verbally respond to each question. The participant may offer written response, if preferred.
4. Record pertinent responses on notepad. For future reference, include the participant's name and number on **each** sheet.
5. With the participant, review the "Competency Needs" and request from the participant a **priority listing.** The **first three needs** listed will serve as the base for "building" the participant's ITP.
6. Submit the **revised** Personal "Competency Needs" Assessment draft for typing. (Copies to the participant, appropriate staff).
7. Compile a Project ACT Reading Reference List for the participant. (Copies to the participant, appropriate staff). This list should be mailed during the first week following the interview.*
8. Outline "need" areas in logical developmental sequence, if possible; insert under "Needs Identified by Participant".
9. For each need listed, select the appropriate (or nearly appropriate) Package/Module(s).
10. Adapt the Package/Module(s) as necessary to meet the needs of the participant. If adaptation is not feasible, construct a package/module to meet the participant's individual needs.
11. List needs under "Criterion Competencies: Recommended Experiences and Time Schedules".*
12. List/attach the packages/modular phases under each need indicated, noting "Experience and Facilitation" required. (i.e. Literary and A-V Resources, Sites, Consultants).**
13. Complete the Literary and A-V Resource List. Structure the needs alphabetically with items numbered as required on the yellow sheets. (Note: **Not** in alphabetical order).
14. Complete the **Summation: Competencies/Experiences sheet.***
15. Based on the participant's needs, designate tentative dates (months) for potential completion of the "need" experiences. (Note: Program experiences should "flow" conveniently and consistently for the participant, offering flexibility within structure; allowing for the possibility of future alteration as necessary to meet individual needs; providing sufficient concreteness.)
16. Confirm consultant/site visitations with the Consultant/Site Specialist.
17. Designate the **total time period** for completion of each need area; list under "Estimated Time".
18. Submit the total ITP draft to the Program Coordinator (Administrative) for the **Estimated Budget** determination and review.

CHAPTER V

THE TRAINER OF TRAINERS

John Hartwig and Aubrey Gardner

Introduction

An emerging role which is bringing great impact and impetus to adult education staff development is that of the trainer of trainers. This individual has been charged with the responsibility of developing the skills of those who would act as pre- and inservice trainers of others.

Within the structure of the ten regional staff development programs funded under P.L. 91-230 as teacher training projects during the past three years, these individuals occupied a variety of positions — state department of education staff development coordinators, university faculty in adult education, and regional staff development personnel to name the most predominant ones. Whatever the position, however, the function was the same — to provide training for those who would train others.

Limitations of time, finances, institutional resources and capabilities forced the regional staff development programs to seek strategies whereby the greatest number of adult educators could participate in the greatest amount of pre- and inservice activities. The development of new or the modification of existing resources to provide this staff training necessitated the development of a core of individuals who had the capability to provide leadership and skills development to those who would act as staff trainers. These trainers of trainers — as we shall call them in this chapter — were instrumental in the establishment of a network which could respond quickly and competently to the needs of the trainers they served. This entire process can be viewed as a staircase with the adult education client's needs implying staff skills, and staff trainer skills implying trainer of trainers skills. With such an interdependent system, lack of effective skills development may seriously impair the educational experience of the client.

The purpose of this chapter is to discuss the role, scope, and function of the adult education staff development trainer of trainers and the assumptions, processes, and interactive systems involved in this concept. This will be accomplished through an examination of the interrelationships and interfacing strategies among staff development personnel, trainers of trainers, and change agentry as representatives of key forces in the role of trainer of trainers.

Concepts, Processes

The basic thesis is that a trainer in any given program is, in reality, attempting to facilitate some type of planned change and is therefore, considered a change agent. Since the trainer of trainers is responsible for facilitating the knowledge and skills required for the staff trainer to do this, this text explains and enlarges upon the basic thesis and then focuses on the knowledge and skills required of the trainer of trainers.

In order to discuss the interrelationships among **staff development personnel, trainers of trainers, and change agentry** concepts, it is necessary to set forth some basic assumptions about staff development processes particularly as they can be viewed as change processes and as a theory of human behavior as they relate to staff development structure and organizations. Hirschowitz (January, 1975, pp. 212-213) presents the following assumptions about staff development programs:

(1) The program should permit participants to pool, share, and supplement their knowledge. It should link staff members with particular needs to those who have the experience and knowledge to meet those needs. The program should tap both internal and external sources with the goal of enhancing knowledge and strengthening problem-solving skills of participants;

(2) It should have an agreed-upon direction for movement. Refinement of knowledge and skills should move the organization toward precise operations and increased productivity;

(3) The scope of the staff development program should be wide-ranging. Areas to be explored should include prevailing attitudes, opinions, and beliefs about ends, means, and missions; assumptions about human motivations in the system; the structure of the organization, operations, and practices; administrative and leadership styles;

(4) The sanctioning authorities should give active support to the program;

(5) The program should seek quality and acceptance by the participants;

(6) The participants should be involved in the pre-planning, design, implementation, monitoring, evaluation, and further evolution of the program (operationally, all levels of participating or user organizations should arrive at agreed-upon priorities for a local, state, or regional staff development program. This minimally involves institutions of higher education, state departments of education, and local programs).

(7) The staff development program should not be conceived of as something separate from, or parallel to, the simultaneous development of program operations. It should be an organic, continuous process, intimately related to the change process in the organization (educational settings). The staff development program can then provide a problem-solving arena and become an appropriate avenue for (preservice and inservice training emphasizing change agentry processes).

The above assumptions about staff development processes are based upon a humanistic philosophy. This philosophical position encourages the adaptation of a clear understanding of human needs. (McGregor, 1960) has described this position as the Theory Y view of human behavior. Theory Y capitalizes upon data which the behavioral sciences have generated about the nature of human behavior. The theory is based on the following suppositions: (McGregor, 1960, pp. 45-52): (1) All individuals work to achieve a sense of self-worth and fulfillment, as well as to satisfy material requirements. When material requirements are reasonably satisfied, they become secondary considerations as a motivation for behavior. (2) To achieve satisfaction of non-material needs, the individual must be involved in the definition of what is to be done and how it is to be done. (3) The individual needs to be self-directing. Once an agreement has been reached on a specific objective, responsibility for reaching that objective passes to the individual who has agreed to the assignment. (4) Evaluation is the responsibility of the individual who establishes performance targets and methods of assessing the degree to which the targets were achieved. (5) The individual will seek to do the best job possible under the circumstances and can be expected to establish his own standards for productivity and quality. The relationship (between all parties involved in staff development activities) is creative and cooperative with each concerned about achieving maximum effectiveness within the context of helping human relationships.

The substance of Theory Y assumptions accommodates the need for role redefinition and encourages individual freedom and flexibility which must characterize human relations if the individual is to successfully cope with the stress of accelerating change and transistory societal conditions.

The concept of change — in relation to change agentry, training and staff development — is viewed from three perspectives. In the following sections, we have attempted to describe these major processes as tools which the staff trainer may utilize in effecting change in his program. The trainer of trainers role is one of facilitating the development of the skills to implement these strategies of trainers. Havelock (1973, pp. 8-29) articulates three process approaches to change as it relates to training and staff development. These three approaches are (1) change as a problem-solving process; (2) change as a process of social interaction; and (3) change as a linkage process.

Change as a Problem Solving Process

This view of change is based on the assumption that innovation is a part of the problem-solving process which occurs inside the user. The user goes through a series of steps in applying the problem-solving process: (1) perceive the need; (2) generate problem statement(s) and diagnosis; (3) search and retrieve ideas and information; (4) select

innovation process; (5) adapt the innovation; (6) try out and evaluate its effectiveness in satisfying original need.

The primary focus of this orientation is the user, perceived needs, and the process of satisfying perceived needs. The role of the trainer is to assist the user (teacher, administrator, counselor or paraprofessional) either by providing guidance in the problem-solving process at any or all of the six steps. Within the regional staff development programs, an examination of this approach revealed five major points which should be stressed for trainers utilizing this process: (1) staff need is the paramount consideration; (2) diagnosis of need must be an integral part of the total process; (3) trainers/agents should use a non-directive approach and not violate the integrity of the staff by employing a directed or "expert status" approach. They should point out viable options and let the staff member decide which is the most realistic; (4) the internal resources (i.e., those resources already existing and easily assessible), should be fully utilized; (5) self-initiated and self-applied innovation will have the strongest staff commitment and the best chances for long-term survival.

In this orientation to staff development activities, the role of the trainer is one of **facilitating,** planned change through non-directive techniques. This role translates into one of presenting options to the staff member. Staff can choose those options which best reinforce personal or program situational variables. This self-initiated and self-applied innovative program thus possesses a stronger commitment by staff members and has the best chance of long-term survival in effecting planned change. If the trainer were to adopt a directive-autocratic approach, specified outcomes for the problem will not have the commitment nor adaptability characteristics of a non-directive problem-solving approach.

Change as a Process of Social Interaction

A second view of bringing about change places emphasis on patterns by which innovations diffuse through a social system or organization. Research tends to support five generalizations about the process of innovation diffusion: (1) the individual staff person or adopter belongs to a network of social relations which largely influences his adoptive behavior; (2) a staff person's place in the network (central, peripheral, isolation) is a good predictor of his rate of acceptance of new ideas; (3) informal personal contacts are a vital part of the influence and adoption process; (4) group membership and reference group identification are major predictors of individual adoption; and (5) rate of diffusion through a social system follows a predictable S-curve pattern [diffusion processes have a slow beginning followed by a time of rapid diffusion, followed, in turn, by a long late-adoptor or "laggard" period].

The Social Interaction process approach to change has not generated many explicit strategies or action alternatives. Within those which have been developed, four basic strategies can be identified for the trainer.

Natural Diffusion

Rogers (1962) suggests that innovations will diffuse through a natural and inevitable process. Given time for periods of testing, development, trial, and error, and sporatic localized adoption, innovations diffuse in a regular pattern. When ten to twenty percent of the staff have accepted an innovation, the forces of social interaction are such that the vast majority of the staff will soon follow.

Natural Communication Network Utilization

The trainer, in a change agent role, will, in all probability, rely on social interaction principles in planning and carrying out dissemination activities. Such a strategy would include identification of opinion leadership and circles of influence within his institutional program concomitant with the effective channeling of relevant information to key points in the social infra structure of the program.

Network Building

A more sophisticated application of Social Interaction principles is found in massive diffusion

The Trainer of Trainers (continued)

networks such as the cooperative extension services (Sanders, 1966) and in the marketing networks of large commercial enterprises. These systems utilize informal contact by agents or salesmen, enlisting of natural opinion leaders such as "demonstrators," and group meetings as integral parts of an innovative diffusion program.

Multiple Media Approaches

Effective commercial marketing practice is consonant with social interaction generalizations and research findings not only in utilizing the Social Interaction network but also in employing a variety of media to approach the staff including mass media, packages, demonstrations, etc. Social Interaction research suggests that different media are effective in different stages of the adoption process (awareness, interests, evaluation, trial and error) [Rogers, 1962]. Therefore, a successful staff development program would involve the phasing of different media approaches to syncronize with progressive stages of staff development.

The following propositions were generated from the Social Interaction perspective and research. These propositions are based, in part, on the above-listed generalizations and strategies.

(1) Effective dissemination and utilization of new training materials and ideas are facilitated by informed opinion leaders particularly when these opinion leaders are innovative in orientation and have significant influence over a large number of colleagues

(2) The adoption of new ideas and practices is strongly influenced by the perceived norms of the staffs professional reference group. If the new behavior is seen as desirable or representative of the best practice in the given profession, it is more likely to be adopted

(3) Informal person-to-person contact is an important factor in effective dissemination, particularly when the staff is at the trial state

(4) Individual adoption behavior follows a sequence which includes the steps of initial awareness, interests, evaluation, trial, and adoption

(5) Staff who have close proximity to resources are more likely to use them

(6) To achieve utilization, a variety of messages must be generated pertaining to the same innovation and directed at the staff person in a purposeful sequence on a number of different channels in a number of different formats. The trainer must act synergistically [interfacing], bringing together a variety of messages and focusing them in combination, sequence, and repetition upon the staff.

There are two explicit role clarification concepts inherent in these propositions:

(1) The trainer must make accurate assessment of the norms and reference groups of the staff who are to be influenced. This suggests that a trainer working at different levels (e.g., university, state departments of education, regional level), needs to be aware of the different norms, languages, patterns of thought, and operating assumptions that characterize these different and, at times, diverse levels of operation

(2) The trainer must utilize the constructs of synergy. Synergy is a complex idea which summarizes a great deal of research on the change process. The general principle of synergy suggests learning seems to take place most forcefully when a number of inputs converge on one point. A simple example of synergy occurs when two individuals give the same input from different sources. Two inputs from two different sources are far more persuasive than the same input from only one source. In a sense, synergy produces validation of experiences. Individual change efforts at one point in time rarely have impact by themselves. Users usually respond only after repeated inputs from diverse sources. The key concepts are: (1) redundancy, (2) diversity, and (3) cohesiveness of system.

The first two concepts easily can be incorporated into program planning for change. However, to bring the total system together while focusing all resources in combination, sequence, and repetition for high impact upon the staff is a standard which can serve as an ideal goal but is, in reality, difficult to achieve by the trainer.

Changes as a Linkage Process

Each of the two views of the change process discussed to this point provides insight for developing a comprehensive view of the whole, but each leaves gaps when viewed separately. There is a need to bring these two orientations together in a single perspective that includes the salient features of each viewpoint. Havelock (1973) espouses the concept of "linkage" as a third and possible unifying and integrating approach.

The concept of linkage starts with focus on the staff as a problem solver; i.e., we must first consider the internal problem-solving cycle within the staff. They experience an initial "felt need" which leads them to make a "diagnosis" and a "problem statement." They then work through "search" and "retrieval" processes to a "solution," and finally to the "application" of that solution. However, the linkage model stresses that the staff must be meaningfully related to **outside** resources.

The staff must make contact with the outside resource system and interact with it so that they will get back something relevant to help them with the solution process. They must enter into a reciprocal relationship with the resource system that corresponds to what is happening in their program. In effect, the resource systems and resource persons (or trainers) must simulate or recapitulate the need-reduction cycle of the staff; they should be able to simulate; (1) the staff's need, (2) the search activity that the staff has gone through, and (3) the solution-application procedure that the staff has gone through or will go through. It is only in this way that the trainer can come to have a meaningful exchange with the staff.

The development of reciprocating relationships goes beyond the point of improving individual problem-solving process and towards the creation of a stable, long-lasting social influence network. This collaboration will not only make a solution more effective, but, equally important, it will build a more effective relationship — a relationship of trust and perception by the staff that the trainer is truly concerned and that the trainer will listen and will have a quantity of useful information to pass on. The reciprocal and collaborative nature of this relationship further serves to legitimize the role of trainee and trainer and builds a channel from user to resource.

Linkage is not simply a two-person interaction process, however; the trainer, in turn, must have access to more remote and more expert resources than himself. In his efforts to help the staff, he must be able to draw on specialists also. Therefore, he must have a way of communicating his knowledge (which, of course, is the counter part of the staff's need) to other resource persons or trainers of trainers and these persons, in turn, must have the capacity to recapitulate the same problem-cycle, at least to a degree.

Therefore, an effective change process requires linkage to more and more remote trainers of trainers, and ultimately these overlapping linkages form an extended series which can best be described as "change or knowledge utilization," connecting the most remote sources of expert knowledge with the most remote consumers of knowledge. Resource banks, individualized learning packages, staff handbooks, staff with specialized skills all were used in the regional staff development programs as resources with which to develop linkages.

The following propositions pose some interesting issues: (1) how do consumer or staff needs get articulated and communicated to the trainers of trainers in the universities, in the professions, and other potential "resource organizations" such as state departments of education or national demonstration projects? (2) Does the existing system provide adequately for two-way communication? (3) Does the existing system contain all of the

elements that are really required for problem-solving and self-renewal to meet the total educational needs of the problem now and in the future? These are the kinds of questions we must keep asking if we are concerned about the evolution of effective renewal efforts.

However, it is important for trainers of trainers at all levels (state department, university, and local agencies) to have some vision of the total resource picture relevant to the client situation in which they are now working, and of the particular role that they can or should play within a total problem-solving context; local-state-regional-national. In effect, problem-solving goes on at all levels simultaneously and the cycle at each level from local to state to regional to national may have analogous components even though at the individual level these components are all within the user and at the national level they may each be within sprawling and complex institutions. There appears to be a growing concensus among students of educational change that problem-solving, human relations, and rigorous systems analytical approaches have to be brought together at the **local level** before a truly satisfactory educational change model can evolve.

The following propositions are then derived from the linkage view of change:

(1) To be truly helpful and useful, trainers must be able to simulate the staff's problem-solving process;

(2) To derive help from trainers (and resource systems) the staff must be able to simulate resource system processes, that is, to appreciate research knowledge, must understand how research knowledge is generated and validated;

(3) Affective utilization requires reciprocal feedback

(4) Trainers need to develop reciprocal and corroborative relationships not only with a variety of potential programs but also with a large diverse group of other resource systems

(5) Staffs need to develop reciprocal and corroborative relationships with a variety of resource persons (trainers)

(6) A willingness to listen to new ideas (openness) is an important prerequisite to change. This applies both to trainers and staff.

(7) Effective knowledge is self-fulfilling prophecy: the staff expectation that effort (in retrieval and application) will pay off is a good indicator that it will

(8) A willingness to take risks is an important requirement for successful innovation

(9) A willingness to make an effort to adapt innovation to one's own situation is an important prerequisite to effective utilization (a dimension of openness)

(10) Those who already possess the most in the way of resources and capabilities are the most likely to get even more

(11) Anticipated profit (reward) is a major incentive for diffusers and users of innovation

(12) Rewarding encounters with new knowledge lead to expectation that future encounters will also be rewarding

(13) New ideas and innovations which clearly contradict preexisting values will not get very far in a staff person's system, which those which appeal to cherished values will

Turning now from the trainer's concepts and processes to an examination of what this means for the trainer of trainers, the following sections present some goals, competencies, and general comments about this role.

Goals Although research has not fully explored the trainer of trainers role, numerous observations can be made on the empirical evidence of experiences during the first three years of the regional staff development programs. One of the more salient observations has been that the systematic development of trainer of trainers has been a patchwork affair of spotty quality.

The goals of a program to prepare trainers of trainers ought to delineate specific roles, scopes, and functions. The trainer of trainers should be much more than a conveyor of knowledge or a sterile technician. He/she should be a moral, caring, effective, and integrated being. We should accept no less.

Our first goal should be the training of highly skilled professionals who have gained substantial mastery of the craft, science, and art of teaching. They should be able to facilitate learning in a number of different ways and under a variety of circumstances. This individual must be a model of teaching excellence.

The second major goal is that the trainer be a clinical supervisor, someone who can work effectively with beginning and experienced adult education staff in a face-to-face situation in the classroom. Now, more than ever, we have a need for supervisors/technical assistants who can work in a colleagial way with local program staff trainers, recognizing their need for autonomy and, more importantly, developing the staff member's capacity to be self-initiating and self-supervising.

The third goal relates to research — not as an original researcher — but as a consumer and user. Every trainer of trainers must have the ability to take new research, evaluate and interpret it, and develop effective linkages to get that which is relevant to user need into practice.

Fourth, the trainer of trainers should understand our major options in the field of adult education and know how to bring about change as discussed in earlier sections of this chapter. He should be more than a quiet custodian of the system of adult staff development; he should relate to that system as a designer, monitor, modifier, and in-house reformer of the system.

Let's now turn to the needed competencies for the trainer of trainers.

Competencies The competencies described here are in part taken from a paper presented at the Associated Organizations for Teacher Education National Conference and in part from experiences of the regional staff development projects. The general competencies for the trainer of trainers are:

Capable of accepting and adjusting to change — and serving as a change agent within the adult education field

Be a master teacher himself, able to demonstrate, not just talk about new methods; able to design and conduct model workshops

Able to conduct needs assessments and interpret them into individualized learning programs

Able to demonstrate familiarity with and ability to communicate effectively, especially in the areas of contemporary issues and trends, subject matter, its andragogy, and education generally

Has realistic, positive self-image, and encourages trainers to recognize their own possibilities and limitations and capitalize on them

Able to work with preservice and inservice staff trainers selecting from his own background of preparation the knowledge and learning experiences that reflect an adaptation to change in education and are pertinent to the staff's needs and

the potential needs of the adult teachers with whom they will work

Able to relate subject/skills in diverse ways to the experiences of students

Be familiar with the resources of the adult education field and know how to use them

Have a background of successful experiences in what he is teaching

Able to engage trainers in varied patterns for learning

Able to evaluate the soundness of research in adult education

Able to show respect, concern, and compassion for others

Able to analyze instructional procedures and draw conclusions about their effectiveness as they are used to achieve stated goals

Has the competence to cooperate with others in the field of adult education

General Comments

This is by no means an exhaustive list of the trainer of trainers needed competencies, but it does encompass those which seem to be universal across the country.

It makes sense that we can best determine how to train trainers of trainers by examining what we would have their students (the adult education staff development specialist) do after they complete a training program. Consequently, much of this section is directed to training acts and training processes of the staff development specialist from which we can draw implications for training the trainer of trainers.

When we view learning in its fullest sense, we have to understand that many of the most important "learnings in life" are best fostered by quiet little impacts upon which people shape their attitudes and behavior over time. So, creating and maintaining a supportive milieu becomes very important to anyone who wants to enhance learning. The creation of the milieu that promotes learning and the exercise of effective instructional methods depends upon the characteristics and functions of the trainer of trainers. This influence by him cannot be taken too lightly. And yet, current broad practices in teacher training tend to reinforce the importance of subject matter, cognitive learning, lecturing, obedience to authority figures, credits, textbooks, testing, and a host of other practices for which adult education programs have been criticized. Racism and classism are often reinforced, and little is done to develop, within adult teachers, the skills and attitudes they are told to foster in their adult students. It is very difficult to develop adult teachers and administrators who think they can change the system after they've gone through eight quarters of registration at most universities. In fact, some have been quoted as saying that the university, because of its milieu, is an inappropriate place to train adult educators.

Summary

The trainer of trainers model should be viewed as a facilitator or, if you will, "gardener" who creates the conditions within which the adult education trainer grows. If we wish adult staff developers to become full-functioning, creative thinking, autonomous, responsible people, we must enhance the trainer of trainers exercising those attributes in his/her personal and professional life.

The trainer of trainers is indeed a complex role which has been thrust into the adult education field. It is based on the reality that there is an urgent need for trained adult staff and universities cannot provide all of the training that is necessary. But, by training others within their own agencies to act as trainers, more relevant and immediate learning activities can take place. It is a reverse of the Laubach philosophy of "each one teach one" to "each one teach many." Each inservice trainer gains his skills from the interaction with a trainer of trainers — a sort of super teacher.

What we have said in this chapter is that the trainer of trainers is a change agent in the area of adult education staff development and that his skills and competencies should reflect the skills and competencies which his students (local trainers) need to function effectively. This is indeed a challenging and exciting role in the field of adult education.

PART III

STATE EDUCATIONAL AGENCY INVOLVEMENT

PART III

STATE EDUCATIONAL AGENCY INVOLVEMENT

This Part brings emphasis to the pragmatisms of state educational organizational environments and settings within which Adult Staff Development must be either directly or indirectly coordinated. The two readings contained in this Part are indicative not only of an inservice responsibility accruing to state agencies but to the essentiality of linkages between those state agencies; the educational, research, and service functions of higher education; and the local programs and practitioners who are the primary consumers of Adult Staff Development preservice and inservice programs. In this Part, the reader will find:

IMPROVING STATE DEPARTMENT IN-SERVICE EDUCATION

- The Need for Inservice Education
- A Model for Inservice Education
- Improving Adult Basic Education Inservice Education

COMMUNICATIONS WITH STATE EDUCATION AGENCIES

- This reading highlights factors significant to effective communication with state agencies including knowledge and understanding of:
- Correct Titles of State Agency Staff Members
- Level of Experience of the State Administrator
- Departmental Lines of Authority
- Job Security Systems of the Agency
- Sources of Adult Education and/or Adult Basic Education Funds Available From the State Agency
- Support Components of the State Agency Operation (e.g., field service staff, secretarial assistance, mail and mail room procedures, etc.)

The model of inservice education and the descriptors of intercommunicative linkages presented in this Part are of paramount importance to the successful implementation of concepts and approaches detailed in Parts I and II. Communicative channels for meaningful interaction among facilitators (trainers), consumers (practitioner trainees), and supportive resources (funding agencies) are essentials to Adult Staff Development at community, state, and regional levels of operations.

CHAPTER VI

IMPROVING STATE DEPARTMENT IN-SERVICE EDUCATION

Russell C. Wilson

One of the most practical things an educational leader can possess is a good theory! The foundation of any educational endeavor is its conceptualization. Seldom have such endeavors failed because of the non-existence of materials, hardware or experts. Educational failures and successes stem primarily from the breadth and quality of their concepts and planning. The need for in-service education must be established and some significant issues addressed if adult educators are to improve in-service education and staff development.

The Need for In-Service Education

Philosophically speaking, in-service education should be a natural inclination of adult educators. They are in the business of promoting life-long learning and growth among adults. Thus, a commitment to their own continued personal growth should follow logically.

Adult education as a profession and a philosophy must continue in its in-service effort if it is to maintain its vitality. Gardner (1963) and Toffler (1970) have written extensively concerning the need for systems to grow continually lest they become quickly obsolete in an ever-changing world. The world of adults to be served is in constant flux. Adult education will continue to grow or be replaced by more vital systems.

As a practical matter, it is recognized that adult education is an emerging rather than an established profession. The great bulk of its practitioners have received their pre-service instruction in other fields. Further, a large number are teaching on a part-time basis. Research and experience provide knowledge particular to adult education. That knowledge must be communicated to the practitioner if its implementation is to be effected. Because pre-service instruction has not been the established rule for entry into the field, in-service programs become the primary tool for the education of adult teachers.

There is, further, a high turnover rate among adult teachers. Many who have long experience in youth education serve but for a short while in part-time adult teaching positions. In some places the majority of the adult teaching staff may change within a four-to-five-year period. A constant in-service education effort is required to assure that the total staff remains competent and current.

A Model for In-Service Education

It is easy to think of in-service education too narrowly. Stocking a fine library or resource center with the latest curricular and professional literature does not assure the material is used. Making available the total resources of the national ERIC system does not assure the growth of the local teacher and administrator. Even offering periodic workshops, seminars, self-study packets, or conferences, may not achieve the desired growth and development of an adult education staff.

Conceptually, the in-service education role of the state department of adult education may be seen as a function within a total social system which is made up of several sub-systems. Further, each sub-system has its complex interrelationships. For example, consider the complexities encountered in the relationships among the adult educator, the student and the vast body of knowledge to be mastered, as shown in Figure 1.

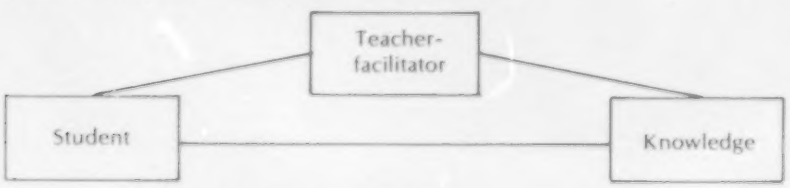


Figure 1.

Relationships Among the Student, Teacher and Knowledge

Each of the components in Figure 1 has its own internal world to negotiate. The adult student must meet his financial, family, vocational and other obligations. Those obligations affect his functioning as a student. The teacher-facilitator too has obligations and demands to be dealt with. Knowledge has a structure with systems of priorities and procedures to be followed. A student of the field of adult education could specialize for a lifetime of fruitful study on any one of the three components or sub-systems.

The state department staff, as systems generalists, is interested in the findings of the specialist, but is primarily interested in looking at the total picture. It has been found that it is impossible to consider a change in any one of the three sub-systems without effecting the whole. Change students and you must alter methodology and content. Change methodology and you must structure knowledge and approach the student differently. Change the knowledge content and you will gain and lose students according to their interest. Change any one and you change all three.

Havelock (1969, 1973) used a similar model to study the process of how knowledge was disseminated. His system contained three sub-systems: (1) a knowledge user system, (2) a knowledge producing and acquisition system, and (3) a linkage system which facilitates dialogue between the first two. Havelock's model could be used for thinking about the state department's in-service education responsibility. Figure 2 shows Havelock's model with its three sub-systems.

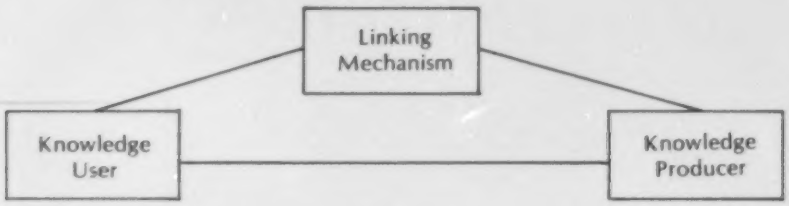


Figure 2.

Relationships Among the Knowledge User, Knowledge Producer and Linking Mechanism

As in the student-teacher-knowledge model, each sub-system of Havelock's model has a complex internal structure. Each of the three sub-systems offers in itself a fruitful arena for a lifetime of specialization. The knowledge user component is as broad and complex as the whole of adult teaching and learning. It includes both the practitioner of adult education and the adult student. The knowledge production and acquisition component is as complex as the whole of research and development efforts at all levels of adult education. The linkage sub-system would include all that is involved in the science of knowledge dissemination.

In the total system each component will compete for existing money and other resources. Tensions will develop among the components. Barriers and defenses may be erected. The in-service education planner must deal with all three components, for their interrelationship is such that what affects one affects all. To improve the practice of teaching requires the knowledge production component to improve research and, in turn, the improvement of the component linking the practitioner and the researcher. There is no once-and-for-all solution, only a balancing of the struggling components. The in-service education function demands a generalist with a facility for managing the continually shifting tensions toward maximizing effort for each particular point in history.

Improving ABE In-Service Education

The responsibility for in-service education for Adult Basic Education practitioners rests upon the state director and his staff. The state department is the recipient of the federal funds which support both the local programs and the in-service efforts. It sets the tone within its state as to what will be rewarded and valued. For best results, each state needs to build its in-service program to fit its own needs with the full recognition that there is no final solution, only a most advantageous balancing of the shifting tensions among the components. Examination of some of those tensions is in order.

Dependence: Independence: Interdependence. Tensions between the knowledge user and the knowledge producer components have long existed. The task-oriented practitioner in his desire for additional resources to support more student programs and more production may speak disparagingly of the researcher-theorist as impractical or as living in an "ivory tower". On the other hand, the researcher may express his disapproval of the practitioner; complaining he is not questioning and probing to discover answers. Both are important functions. Both need and seek resources to support their activities. When resources are short the competition may become intense.

It is impossible and probably not desirable to attempt to merge fully the knowledge user and the knowledge producer functions. To be sure, teachers and administrators need to become more competent in research theory and researchers need to become more involved in the realities of the teaching and administrative functions. The goal is for the two to move toward a team effort with full recognition of each other's unique contribution to the total effort. Though such a state of bliss will probably never be fully achieved, the state department, through its resource allocation and its in-service education efforts, may contribute to a balancing of tensions and a recognition of an inter-dependence which recognizes the independence of each component while also recognizing the dependence each component has upon the other.

The state department can take the first step toward such a balance of tensions. Advisory councils may provide a mix of both practitioners and researchers. Where funds permit, personnel from both research and practice may be employed on the state staff. Where resources are insufficient to employ different individuals with expertise, the solution might be sought through the careful selection of those individuals who serve as state directors and aides with a criteria for identifying those who are as knowledgeable as possible in both specialties. Again, where a small state staff is possibly weak in one of the areas, advisory boards and consultative services can be used to strike a balance.

All state department personnel need continual in-service education for themselves. As adults they may seek adult education in areas of their own needed growth. Such in-service efforts could be directed toward achieving a practitioner-researcher balance. It may be desirable to provide in-service education for state staffs apart from other in-service efforts. This allows concentration on the unique problems of state department members. Such an effort could take several forms: (1) a third-party evaluation of a state program and its staff with suggestions for areas of needed growth; (2) listening teams to listen to and bring to focus the state staff's problems; (3) consultants to direct the study of a state staff on particular problems; (4) regional and other multi-state workshops for state staff members; or (5) university coursework or directed study.

Through its in-service education effort the state department can bring the state students, practitioners and researchers together in a way that all may be enriched. The knowledge producer may listen to the needs of the knowledge user in order to make research more relevant. The user may listen to the producer to acquire new findings and then pose new problems. Such a dialogue can be supported by the state's support patterns. Mixed advisory groups can assure mixed input to support decisions. Dialogue and independence, even to the

point of some tension, is healthy in that it encourages the balance and feedback necessary for more rational decision-making.

It is important that state departments be aware of problems which occur when there is an attempt to merge the knowledge producer and knowledge user roles in the in-service educational effort. One such effort toward merger occurs when a "trickle down" model of staff development is used. In such an instance, typically a conference is held to bring together a highly qualified knowledge producer with a selected group of knowledge users who are charged with receiving the knowledge and in turn conducting in-service programs of their own.

A major problem with the "trickle down" model for in-service education is the role shift required of the participants. They may be selected as highly competent practitioners and may be able to use the newly gained knowledge in their practice, but it may be difficult for them to shift to the knowledge producer role required to conduct workshops on their own. In their new role they are to be thought of as experts in a field of knowledge where they may feel very insecure. Although a person may be accepted as an excellent practitioner among his peers, he may find he is not "authorized" by them to function in the researcher-theorist-disseminator role.

To overcome these problems several states have created special resource teams which encourage interdependence between theory and practice. Usually the team will be composed of highly competent, experienced practitioners who function as a team to receive and disseminate new knowledge in specialized areas. Working as a team over an extended period provides many advantages:

(1) Their relationship with the knowledge producers is extended enough to form the relationships and the communication base required to promote interdependence.

(2) As a team, a mutual support system can develop among members which allows them to feel more secure in their new role as an in-service leader for a specific area of knowledge.

(3) The long-term identification with a specialized team allows other practitioners to come to recognize team members for the expertise they have to offer.

Closely related to the role problems in the "trickle down" model for in-service education is the problem of how to support growth for adult education practitioners in isolation from their local teaching unit. It is common practice to invite one person from a local adult education program to attend a workshop or other in-service activity with the hope that he will gain knowledge, improve his own practice and, in turn, convey the new knowledge and practice to the other teachers and/or administrators within the local program.

What often happens is that the chosen practitioner returns with excitement and renewed resolution only to find it difficult to communicate in his new role as knowledge disseminator. Other local practitioners may not easily understand what their colleague is trying to accomplish. Peer relationships may not support a change in role. Being accepted by students as a fine teacher does not assure that one's ideas and techniques will be readily accepted by other teachers. Even the process which selected one teacher as the representative to a particularly attractive conference or workshop may set up resistance within other practitioners. Others in the local program may not easily understand the changes their colleague is encouraging them to make without having had the experiences which led him to change. Typically, with the passing of time, the resolution and changed behavior is lost for lack of support.

As an attempt to overcome this isolation, several states have grouped their local programs into in-service education clusters. In-service efforts may then be provided for several persons

in a program at the same time. Thus there are numbers of persons in the local program who have shared a mutual experience and their mutual support can aid in providing the security for change. In Nebraska, where a sparse population creates great distances between programs, isolation is overcome by providing traveling in-service education. This effort includes a van containing a curriculum library, a professional library, and audio-visual equipment. With this approach the in-service program can be taken to the local setting with the whole teaching and administrative unit receiving instruction as a team.

There will always be a tension between the need for independence and the need for relationships. There are ways being tried to achieve the balance of interdependence which preserves independence while supporting needed mutuality. In-service education planners must strike that balance which best serves their goals for each particular period of time.

Change: Status Quo. Another creative tension which must be borne by educational leadership is that between those forces wanting change and those that resist. The adult educator is bombarded by an array of new concepts, new materials, new societal demands and new student needs.

Change seems to be our status quo! Yet, change in and of itself provides no assurance of progress. Change without priorities and values can lead to chaos. Values and priorities without change can lead to a stifling inflexibility. There must be both elements of change and continuity to every viable program.

Whether openly recognized or not, all decisions are made on the basis of some set of values and priorities. The state department, through its in-service education efforts and linking mechanisms between the knowledge producer and the knowledge user, is in a key position to encourage dialogue concerning those values and priorities. If the state departments are indeed responsible for adult basic education programming and now for in-service education as well, values and priorities are also their responsibility. Staff development meetings must get beyond the "administrivia" of form filing and money counting to raise substantive issues: What are we trying to accomplish? Why? Where are we succeeding . . . why? Where are we failing . . . why? What do we need to change? What should be continued?

Of course such questions are not new, but better answers need to be sought. It is easy to complain that "they" need to change or that more money would cure all ills. A more fruitful area for the consideration of change would probably be within ourselves.

In summary, there is a continuing need for in-service education because of the high turnover of adult education practitioners, the entry into the field by persons educated in other disciplines, the nature of our changing world, and the fact that as practitioners of "life-long learning" we are committed to "practice what we preach". The state department's legal responsibility for in-service education has recently been increased. Their success or failure will most likely depend on the quality of the concepts which guide them.

To provide in-service education adequately, the complexity of a total system needs to be addressed. Those who use knowledge must find ways to make their needs known to those research-theorists who produce knowledge. The producers must find ways to know better the needs of the practitioners and students and they must find better ways to convey their findings for implementation.

In meeting its responsibilities and improving its efforts, the state department must be willing to accept the tensions of divergent and competing forces. Its task is balancing those forces for the benefit of the whole rather than siding with any one position. All decisions will be made on the basis of some values and priorities. The more open and broadly-based those criteria are, the more likely it is that our responsibilities to adult students will be achieved.

CHAPTER VII

COMMUNICATIONS WITH STATE EDUCATION AGENCIES

John N. Hatfield

Adult educators concerned with staff development, research and demonstration projects were propelled into a new arena in 1975 when public laws 91-230 and 93-380 suddenly delivered to state education agenices (SEA's) all the Section 309 staff development monies that for a decade had been administered by national, and more recently, regional agencies. And, just as suddenly, the SEA's obtained new importance and status in relation to the professional foundations which undergird the field of practice in adult education. Obvious is the need for each state to establish its own system of priorities, procedures for submitting proposals, criteria for selecting proposals to be funded, systems for monitoring an evaluation, and finally an accountable reporting system.

What may not be so obvious, however, is that the educators of adult educators and their institutions must themselves learn a new system in order to maintain support for their interests. How to communicate effectively with the new funding source, the state educational agency is the key to this effort.

Most of the material presented here has been drawn from the experience of the author who has spent a number of years in positions which called for establishing and maintaining effective communication with state education agencies. Those experiences have confirmed the fundamental importance of understanding the organizational and political character of the SEA and the importance in identifying those particular processes which are necessary to work effectively with the agency.

It should be stated at the outset that state education agencies and their officials have frequently received unjust criticism in regard to both their capabilities and functions. Much of the criticism seems to stem from a lack of understanding by outside observers of the conditions and restraints under which those who direct state adult education programs must work. These conditions include state department regulations, guidelines imposed by the federal government, the nature of both internal and external support systems and the continuing crisis oriented operation which is generally characteristic of educational bureaucracy.

Limitations of both time and space do not permit here the development of a procedures manual for adult educators to use in communicating with state educational agencies. However, eleven areas of frequent confusion and misunderstanding have been identified and suggestions are offered to assist the adult educator in improving communications with the SEA. It is assumed also that the central focus of communication is with the official who has state responsibility for the conduct and administration of adult education programs as defined under federal statutes. Following are some of the key points to consider when planning any action which involves communication with state education agencies.

1. **Correct Title.** There is a general assumption that the official charged with administrating the state's adult education program is the State Director of Adult Basic Education. Actually only South Dakota has an official with the precise title. Because of a high mobility rate among officials in state departments of education, it is important that the communicator determine the specific and correct title of the appropriate official in his state and that he use that title in all written communications directed toward the states' adult education officer. Written communications bearing the correct title in addition to the official's name is less likely to be lost or channeled to the wrong office or individual. This is a frequent problem with the centralized mail distributions in bureaucratic organizations. Chart #1 which follows provides a list of the appropriate titles of the state officers charged with adult education.

2. **Experience.** It is useful to determine in advance of communications the number of years experience which the adult education administrator for the state has had in his position and in the field in general. States have reported ABE administrators as having experience ranging from less than one year to a maximum of eleven years. The importance of experience has to

CHART #1 — PERSONNEL STRUCTURE

States by HEW Regions		Title of ABE Official &	Years in ABE Position	Title of Supervisor &	Years in Supv. Position	# ABE Field Staff	Source of ABE Salary Fed	Source of ABE Salary State	Tenured Position Yes	Tenured Position No
I.	CT	Assoc. Conslt/ABE	2	Dir Ad & Comm Ed	3	2	100%			X
	MA	Proj Dir-ABE	9	Dir Bureau AE & Ex Serv	8	4	100%			X
	ME	Consultant ABE	1	Dir of Div of AE	2	0	100%		X	
	NH	Consultant ABE	9	Chief, Div of Instruct	18+	2	90%	10%	X	
	RI	Consultant ABE	4	Coord Voc & Ad Grants	5	0	90%	10%		X
	VT	AE Consultant	2½	Div Dir Cont & Teach Ed	6	5		100%	X	
II.	NJ	Dir ABE	7	Dir Bureau Ad Cont Ed	1½	2	100%			X
	NY	Unit Supv Basic CE	8	Dir-Div Cont Ed	1	6	100%		X	
	PR	Asst Sec Ad & CE	3	Sec of Education	3	18		100%		X
	VI	Dir Ad & Cont Ed	1	Commissioner of Ed	½	4		100%	X	
III.	DE	Supv Ad & H Ed Ext	10	Dir Instructional Serv	2	8	50%	50%		X
	MD	Spec Ad & Cont Ed	3	Coord Ad & Cont Ed	2	4		100%		X
	PA	Chief, ABE Section	9+	Chief, Div of AE	½	2	90%	10%	X	
	VA	Supv of Ad Ed	½	Dir-Div Sec Ed	5	4		100%	X	
	WV	Supv-ABE & Ad Prog	5	Dir Voc, Ad & P Sec Ed	2	11		100%		X
IV.	AL	State Coord of ABE	10	Dir-Div of Instruction	25	6	90%	10%	X	
	FA	Supv, AE	½	Prog Dir AE & Comm Serv	0	5	25%	75%	X	
	GA	Coord ABE	3	Dir Post Sec & Ad Prog	3+	5	10%	90%	X	
	KY	Dir of AE Unit	11	Dir-Div Interagency Rel	1½	5	5%	95%	X	
	MS	Supv Ad & Cont Ed	3	Asst Dir-Div Instruct	4	4	90%	10%	X	
	NC	Dir of Ad Services	1½	Assoc VP Cont Ed Prog	2	2	90%	10%		X
	SC	Program Coord ABE	1½	Dir Office of Ad Ed	10	8	90%	10%		X
	TN	Director of Ad Ed	10	Dir Ad & Cont Ed	½	3	90%	10%		X
V.	IN	Dir of Ad Ed	2	Assoc Supt	1+	4	90%	10%		X
	IL	Dir of Ad & Cont Ed	3	Asst Supt Instruction	2	4		100%		X
	MI	Coord Ad & Cont Ed	4	Dir Ad & Cont Ed	2	4	100%		X	
	MN	Coord ABE	9	Dir Ad & Comm Ed	2+	1	100%		X	
	OH	Asst Dir Fed Asst	9	Dir Federal Assistance	15+	2	100%			X
	WI	Consultant ABE	8	Bureau Dir Prog Dev	2½	0	75%	25%	X	
VI.	AR	Supv AE	5½	Dir Inst Pro V&T & AE	2	6	90%	10%	X	
	LA	Dir Bureau Ad & CE	2	Asst Supt Comm Serv	1	6		100%		X
	NM	Supv for ABE	7	Asst Supt Exec Serv	0	3	90%	10%	X	
	OK	Dir of Ad Ed	5	Asst Supt PI-Dir Fed P	25	2	90%	10%	X	
	TX	Dir-Div Ad & CE	4	Dep Assoc Com Oc, Ed, Tch	6	18	66%	34%		X
VII.	IA	Chief, Ad Ed	3	Div Instruction Service	7	3	100%			X
	KS	Dir of Ad Ed	9	Asst Com Comm Col & CE	4	1	60%	40%	X	
	NB	ABE Specialist	1	Chief, Ad & Comm Ed	9	3	75%	25%		X
	MO	Dir of Ad Ed	3	Coord Ad Ed	3	3	100%			X
VIII.	CO	Supv Ad Ed	3	Asst State Comm	5	6		100%	X	
	MT	State Supt ABE	5	Spec & Gen Services	4	1	100%			X
	ND	State Dir Ad Ed	1	Dean-Div Cont Ed	2	1	100%			X
	SD	State Dir ABE	10	Asst State Supt	2	2	100%		X	
	UT	Coord Gen Ad Ed	8	Adm-Div AE & Training	14	2	100%		X	
	WY	Dir Ad Ed	0	Dir Instructional Prog	3	1	100%			X
IX.	AZ	State Dir of Ad Ed	4	Assoc Supt	½	3		100%	X	
	CA	Adm 1 - Ad Ed	7	Assoc Supt Prog Mgr AE	1	5	100%		X	
	HA	Prog Spec ABE	8	Adm Ad Ed	9+	1	100%		X	
	NV	Consultant Ad Ed	7	Dir Office Acctblty	1	0	25%	75%	X	
X.	AK	Prog Chief Ad Ed	1	Asst Com School Serv	2	1		100%	X	
	ID	Coord Ad & Comm Ed	2	Dir Federal Project	2	0	100%			X
	OR	Coord C-C & Com Serv	8	Div-Dir Comm Col Prog	2	2	100%		X	
	WA	Dir AE & Comm Schl	9	Asst Supt VTAE Serv	2	0	50%	50%	X	

do with assumptions about the level of knowledge and familiarity that can be assumed in communicating with the administrator and in his office.

Ideally, any correspondence should be as detailed and precise as possible with limited use of acronyms and other terminology which may be familiar only to persons within the professional field. The state ABE administrator may himself be knowledgable but communications to him may also be reviewed by other state officials who have responsibility for larger related areas and who in turn are of little experience in adult education. Careful writing will facilitate understanding by both the adult education administrator and those with whom he would seek to expedite external requests for interest and support.

3. **Departmental Lines of Authority.** When submitting a proposal or solicitating a letter of support for an activity, it is important to be aware of inter-departmental rules of protocol. This is especially necessary if it is required that communications be conducted among several different departments or divisions within the state education agency. In some SEA's the ABE staff development official is prohibited from meeting directly with his peer in another department without their respective supervisors being involved in the communications and approving such a meeting. For example, the ABE staff development official, who has received a proposal or request which involves a special education department official, must first gain approval from his superior, who in turn must send the request to an assistant commissioner or deputy superintendent. This upper echelon executive then contacts the chief of the department of special education who in turn approves contact by the ABE staff development official. This inflexibility probably suggests conscious frustration of effort but it is a procedure established in order to keep top officials informed as to the bonds which are being developed between the respective internal departments.

Information about such internal protocol is not readily available to the outsider but can be secured from his state department contact person. It is important therefore that the outsider's objectives be explained as explicitly as possible in order for the appropriate assistance to be offered by the state department administrator. The importance here lies with knowing that internal procedures are in themselves an integral part of the objectives which the adult educator may have in regard to his activities which require state approval and support.

4. **Job Security.** Seven out of ten state adult education officials are covered by some job security system ranging from merit to civil service. Generally this means they cannot be dismissed without a hearing or just cause and this security may affect a state official in different ways.

He may be willing to take a chance on an innovative project so long as it is legal and funds are available since there is not an excessive element of risk related to his own situation. That, of course, is ideal. However, security may also serve as insulation for the official and shield otherwise inaffective performance. Directors may, under these conditions, choose not to take calculated risks which would call unsolicited attention to their activities.

Understanding which attitude characterizes the official with whom you come in contact can be heltul and, if possible, it is wise to insure that project benefits can be shared with the state department of education.

It might be noted that in some states the chief state school officers are elected in popular elections. Due to the highly political nature of this position, ABE staff members are often encouraged by political party leaders to make contributions to the political system.

Appointments to offices in the state department are influenced by the applicant's politics even at the expense of experience in the field of education. In these states patronage is historical and supported by both political parties. Awareness of political party politics and bases of power is often beneficial when one can establish appropriate relationships with political leaders. It can also be a mistake to depreciate the importance of the state department by considering only their political rather than their professional educational capabilities. State department officials usually have learned how to cope with realities of the system and how to survive. It can be beneficial if the adult educator can gain their trust by being supportive in supplying information they may need to satisfy their superiors.

5. **Source of Income.** One out of four SEA's presently uses 100 per cent state general funds to support their ABE position. A number of states are increasing that percentage from 10 to 100 per cent, moving toward full state funding for administrative positions, adding greater stability to adult education as a function of the state department. This is especially true when the state ABE official is serving in a part-time capacity or has no field service staff as in the case in six states. Unless the state legislatures declare war on illiteracy, placing high priority on ABE, many state education agencies will continue using federal funds, or soft money, to support the education of adults with less than a high school completion. Where there is a high priority for adult education, state funding will be adequate. Where adult education has low priority, adult education will struggle for survival in minimal fashion.

6. **Field Service Staff.** The premise that the SEA's need a strong support system is especially true in light of the U.S. Office of Eduation's interpretation of new rules and regulations for Section 309 funds. Presently none of these funds can be used to support a staff development position in the state department. This ruling will cause a number of state education agencies to add adult education staff development responsibilities to an already overburdened ABE staff member. Seven states have no field service staff and another twenty SEA's have only one or two professionals to serve their entire state. Therefore twenty-seven states are already understaffed to carry out the major task of setting up a newly mandated system for staff development research and demonstration projects.

7. **Secretary.** One of the difficulties the adult education administrator may have to cope with is the lack of a personal secretary. In only two out of three states are personal secretaries provided for the adult education director. In the others the adult education administrator usually must share a secretary's time with his superior which makes it difficult for him to efficiently respond to letters, telephone messages and to retrieve accurate information from files related to his correspondence. Secretarial pools mean that different secretaries are typing a state official's correspondence and can not, in fact, be of much assistance in responding to specific requests for information.

Recognizing the support service system with which the state adult education administrator must cope will not only give the adult educator an understanding of delays and difficulties in communication but will provide him with clues as to the most appropriate means by which input and output communications can be conducted with the administrator and his office.

8. **Telephone Calls.** Telephone calls may pose a problem for the adult educator contacting the state office, depending upon how the SEA's are organized. If the state ABE official is in an open office area, confidential calls are almost impossible. Further, there is a noise factor which makes the hearing factor in communication difficult. It is useful if one can determine this simply by asking the official directly about his office organization at the time he is on the line.

Most states have a Wats-type line which allows intra-state calls at very low cost and state officials will usually be glad to use the line to call back. Several state departments however,

must pay full toll on calls for long distance. With the current budget reductions experienced in most agencies, call back requests may not be honored as a matter of routine and this should be known by the adult educator. Often times it is a significant saving in time and money to the adult educator to initiate all calls and call-backs in order to assure that his business is conducted with dispatch. *Nation's Business* printed an instructional article in regard to effective structure for telephoning. Suggestions contained therein were (1) tell the person in one sentence, the purpose of the call (2) point up, or dramatize the purpose of the call, using an illustration, comparison, statistic, analogy or a specific description or an experts point of view (3) use a quick wind-up sentence about what you want the person to do or what you're going to do, and (4) keep the business call to six minutes. See Chart #2.

9. **Filing System and Copy Service.** A majority of states either have installed or will soon install a dual system of filing. For states where only a central filing system is available, it may be difficult for the state adult education official to recover much of the information you may need. File clerks, like mail clerks, are unfamiliar with information which is not clearly marked. It is often useful for your own communications and retrieval to make sure that all correspondence is dated and numbered. Even so, if you are requesting information from central files at the state department, the state official may be hard-pressed to accommodate you. If your request requires that the state official make copies and disseminate information, you should know what restrictions they may encounter. Usually they can make ten copies of a single original with no difficulty. Over ten copies may require some advance time. Multiple copies need to be requested from the central printing office and may not receive high priority which guarantees extensive delays.

10. **Central Receiving and Mail Room.** State education agencies, for the most part, utilize a central mail room system. Generally, the mail clerk is the lowest paid person in the agency and has a low level of training and skills. If the address on a communication is not precise and accurate the mail clerk may not know what to do with the package or letter. He may set it aside to be handled by another clerk, or the ambitious clerk may even take a chance and forward it to some department based on inadequate information. A missent letter or package may circulate an agency office for considerable time until it is either lost or ultimately finds its intended destination.

In regard to packages to be returned, the adult educator should make certain that it is sent first class or through United Parcel Service. Third class postage will almost always be automatically placed on all large packages, with a two or three week delivery time anticipated, unless other arrangements are specified. In "Up The Organization", Robert Townsend stated that the mail clerk was the most important link in the communication system, but this is continually overlooked by people both inside and outside the agency.

11. **Travel.** Most state officials can travel throughout their own state as needed, although some must submit a detailed weekly itinerary before traveling. They do, of course, suffer with budget restrictions but in-state travel generally poses considerable fewer problems than out-of-state travel. Almost all states have travel restrictions with some seemingly unusually severe. For the adult educator who hopes to secure the presence of a state official at an out-of-state function, it is usually necessary to send information at least 45 days in advance of the meeting. A detailed agenda should be clearly stated with its purposes and objectives set forth. Benefits which may accrue to the state should also be noted and information on how the state will be reimbursed for the costs should be itemized. Costs are important, obviously, but there is also the issue of whether the state will gain some additional benefits by allowing an official to move its boundaries. (See Chart #3).

CHART #2 — OFFICE SUPPORT

	States by HEW Regions	Office Space Open/Private		Secretary Pers./Shared		File System Priv./Central		Telephone Priv./Central		Long Distance In-State WATS/Limited	
I.	CT	X			X	X		X		X	
	MA	X		X		X		X		X	
	ME		X	X		X		X		X	
	NH		X	X		X		X		X	
	RI	X		X		X		X		X	
	VT	X		X		X		X		X	
II.	NJ		X	X		75%	25%	X		X	
	NY		X	X		X		X			X
	PR		X	X		X		X		X	
	VI		X	X		X		X		N/A	N/A
III.	DE		X	X		X		X		X	
	MD	X			X	X		X		X	
	PA		X	X		X		X		X	
	VA		X		X	X		X		X	
	WV		X		X	X		X		X	
IV.	AL		X	X		X		X		X	
	FA		X	X		X		X		X	
	GA		X	X		X		X		X	
	KY		X	X		X		X		X	
	MS		X	X		X		X		X	
	NC		X	X		X		X		X	
	SC		X	X		X		X		X	
	TN		X	X		X			X	X	
V.	IN		X		X	X			X	X	
	IL		X	X		X		X			X
	MI		X	X		X		25%	75%	X	
	MN		X		X	X		X		X	
	OH		X	X		X			X	X	
	WI		X		X		X	X		X	
VI.	AR	X			X	X		X		X	
	LA		X	X		X		X		X	
	NM		X	X		X		X		X	
	OK		X	X		X		X		X	
	TX	X			X		X	X			X
VII.	IA	X		X		X		X		X	
	KS		X	X		X		X		X	
	NB	X		X		X		X		X	
	MO	X		X		X		X		X	
VIII.	CO		X	X		X		X		X	
	MT	X		X		X		X		X	
	ND	X			X		X		X		X
	SD		X	X		X		X		X	
	UT		X	X		X		X		X	
	WY	X			X		X		X	X	
IX.	AZ		X	X		X		X		X	
	CA	X		X		X		X		X	
	HA	X		X		X		X		X	
	NV		X	X		X		X		X	
X.	AK	X			X	X		X		X	
	ID		X		X	X		X			X
	OR	X			X	X		X		X	
	WA		X		X	X		X		X	

CHART #3 — OTHER SUPPORT

	States by HEW Regions	Out-of-State Travel As Needed/Sp. Request		In-State Travel As Needed/Ltd.		Mail Service Office/Central		Office Supplies Private/Central	
I.	CT		X	X			X		X
	MA		X	X			X		X
	ME		X	X			X		X
	NH		X	X			X		X
	RI		X	X			X		X
	VT	X		X			X		X
II.	NJ		X	X			X		X
	NY	X		X			X		X
	PR		X	X			X		X
	VI		X	X			X	X	
III.	DE		X	X			X		X
	MD		X	X			X		X
	PA		X	X			X		X
	VA		X	X			X		X
	WV		X	X			X		X
IV.	AL		X	X			X		X
	FA	X		X			X		X
	GA		X	X			X		X
	KY		X	X			X		X
	MS		X	X			X		X
	NC		X	X			X		X
	SC		X	X			X		X
	TN		X	X			X		X
V.	IN		X	X		X			X
	IL		X	X			X		X
	MI		X		X		X		X
	MN		X	X			X		X
	OH		X	X		X			X
	WI		X	X			X		X
VI.	AR		X	X			X		X
	LA		X	X			X		X
	NM		X	X			X		X
	OK		X	X			X		X
	TX		X	X			X		X
VII.	IA		X	X			X		X
	KS		X	X			X		X
	NB		X	X			X		X
	MO		X	X			X	X	
VIII.	CO	X		X			X		X
	MT	X		X			X		X
	ND		X	X			X		X
	SD	X		X			X		X
	UT	X		X			X		X
	WY		X	X			X		X
IX.	AZ		X	X			X		X
	CA		X	X			X		X
	HA		X		X	X			X
	NV		X	X			X		X
X.	AK		X	X			X	X	
	ID		X		X		X		X
	OR		X	X			X		X
	WA		X	X			X		X

The future of staff development as it becomes a responsibility of the state education agency is questioned by many critics in the field and perhaps with good reason. The administration of federally funded programs in education, and in other areas of social development over the last decade, has not given observers strong reason to believe in the efficacy of such systems. In the case of adult education it would probably be ideal if much of the cost would be born by state legislatures but that is a utopian idea. Adult education has not been and is not of high priority with most state legislatures and, so long as federal funds are available, the likelihood of significant assumption of these responsibilities by the state is certainly limited. Furthermore, federal guidelines prohibit the use of Section 309 monies in the funding of a specific staff development position in an SEA. This failure makes more nebulous the responsibility of staff development in the functioning of state departments and, without a strong support system, the plan for establishing staff development as a viable function seems unlikely, if not totally doomed.

The experience of the author in working with six SEA's since 1972 in planning and developing a high level of trust and cooperation as well as significant staff development activities has provided a significant lesson. The SEA's are vital links to whatever occurs within the boundaries of the state and must be respected for the power and influence they hold as arms of the legislature. Any person or institution seeking to become part of the development in that field of education related to ABE within a state must seek to become part of the total communication network of which the SEA a dehort.

There are, of course, benefits to the individual and institution who manages to share in the resources which are held by the SEA. More important however, those who would seek to have an active role in bringing about change and progress in the field of adult education and in the training of those who have the professional responsibility for improving the level of adult education in the country today must necessarily become a part of a system which is integral to the purposes and missions of the state educational agencies. To become integrated into the system the adult educator must plan his communications carefully and place a high priority on becoming familiar with structure of the agency and how it functions. He should visit the SEA, get to know the individuals involved and maintain an up-to-date plan for communication in support of those objectives he would pursue.

Summary

The previous pages have given rise to a summarizing list of tips which might be kept at the adult educator's elbow as he seeks to communicate effectively with his state educational agency and the appropriate officials within that state system.

1. Use correct titles and addresses to avoid mailroom bottlenecks.
2. Follow-up phone calls if state officials fail to place call backs. Tactful, brief and to-the-point calls are appreciated even if repeated.
3. Requests for information from central files may be delayed. Try to avoid such requests but, if made, then be patient.
4. Without a personal secretary the state director may not have received your message or it may not have been fully understood.
5. Remember it takes four to six weeks for state officials to receive out-of-state travel approval. Even if you are willing to pay the costs.
6. The experience of the director and/or his superior may affect the processing of communications that are not precise and to the point.
7. Job security is a critical issue in some state departments and rarely will officials break protocol and expose themselves to criticism.

8. Establish a time frame for responses when requesting cooperative support from the state education agency.
9. Requests for multiple copies, if in access of ten, frequently are delayed by state printing schedules.
10. Packages over one ounce in weight will usually be sent third class postage and require two weeks for delivery unless you specify first class or parcel service.
11. Know the structure of the organization, the limitations and the individuals in the SEA in order to communicate effectively.

Acknowledgments The Personal Telephone Survey Instrument was designed by the author with suggested revisions by M. Eldon Schultz, HEW Region V, Adult Education Program Officer. It was designed to accumulate data on the structure and support systems of the SEA's which could affect their communications systems.

The Communication Data on Charts 1, 2, and 3 need to be analyzed before sound conclusions or inferences can be drawn. Much of the data was collected between April 1975 and June 1975 and readers are advised that several states have since then undergone extensive restructuring. All 52 state adult education officials willingly answered the questions on the survey with little hesitation. They felt that if the data could help people in institutions communicate more effectively with the SEA's then the time spent on the interview would benefit all concerned. The regional program officers in the following regions also provided assistance with this survey: Region V, M. Eldon Schultz; Region X, Dr. George Swift; Region I, Dr. Carroll Towey; Region VIII, Dr. Roy Minnis; Region IV, Ted Freeman; and Region VI, George Blassingame.

PART IV

SYSTEMATIC DIFFUSION OF ADULT STAFF DEVELOPMENT

PART IV

SYSTEMATIC DIFFUSION OF ADULT STAFF DEVELOPMENT

This Part contains the eighth and final reading presented in this anthology of Adult Staff Development selections. No treatise of this type would be complete without elaboration upon ways and means to gain a crucial multiplier-effect of processes, systems, operational procedures, and products for an endeavor of the magnitude implied by implementation of a region-wide Adult Staff Development network. Thus the contextual focus of this reading is upon:

DISSEMINATION: GIVEN SUFFICIENT RESOURCES

- Dissemination Systems
- The Staff Development/Dissemination System
- The Tasks of Dissemination

This selection, in effect, describes the staff development network for adult educator training and presents a modified systems model for the dissemination of its "product", namely, trainer and training resources, throughout the network. It brings a fitting closure to the series of readings presented as Parts I, II and III and to the publication as a whole.

CHAPTER VIII

DISSEMINATION: GIVEN SUFFICIENT RESOURCES

Edward T. Brown and Shelby L. Johnson

The usual first thought when considering dissemination seems to equate it with distribution, the delivery of a product to a potential user. In truth this is a most critical and important aspect, but in addition there are both preliminary and post tasks necessary to make dissemination a complete procedure with reasonable chance of getting a new product used.

A study of the literature identifies two common systems of dissemination. The most prevalent could be called the marketing system, which includes the whole area of commercial products as well as the products from various projects and professional educators. Less prevalent is a second system involving use of a change agent. In the states of the southeast, a third system employing a statewide staff development network has been recently developed.

The **marketing system** focuses on a target product and a concerted effort to persuade someone to use the product or at least to give it a fair trial. Several tasks are necessary including persuasion, delivery, adaptation, assistance in implementation, and evaluation. The system involves intricate behaviors and subtleties in making the user and buyer (who many times are different persons) aware, then informed, and finally committed to the product and its use.

The **change agent** system is a person-to-person system wherein the "agent" is a connecting link between a product selected from a bank of resources and the user. The resource bank is a critical component which should provide full description, information necessary for implementation, and evaluation for all of the products it contains. The agent should be capable of establishing whatever encouragement, training, and evaluation services necessary.

The **staff development/dissemination** system is a multi-person, dual-purpose operation. It gives each training resource inter-related tasks to perform and places the decision maker in a prestige leadership role. Each person involved in the tasks and process has accepted specific responsibilities in the sequence of activities; these are interdependent with the responsibilities accepted by his professional associates and also recognized by authority. The pressures from peers to cooperate and to complete tasks can be great. Through participation, each training resource is always up-to-date on products and ideas; and disseminated products are offered as potential solutions to the problems of individuals or of a group through scheduled training activity.

The Staff Development/ Dissemination System Resources

The staff development/dissemination network in Region IV was developed with Federal funds and project direction. The funds paid for planning and training activities and established professional positions at universities selected by the state directors of Adult Education. The project facilitated interstate exchange of success and failure experiences and furnished support for wider use of the successful ones.

The resources included in the network were: a state director, a state staff member assigned the responsibilities of staff development, state area supervisors and specialists, a staff development planning committee, university professors and graduate students, and local trainers. Their roles in the staff development network were established prior to the addition of the dissemination tasks.

The **staff development specialist** is a member of the state staff assigned the responsibilities of coordinating dissemination and in-service training activities. He operates the statewide training sessions and works with the state area supervisors and local program leaders to provide area and district workshops. He serves as liaison between the state planning committee and the state director, and between the university and state programs.

The **area supervisors** are members of the state department staff assigned to coordinate the adult education services in a section of the state. Each plans and operates the in-service activities in his or her area and serves as liaison between local programs and the university

Dissemination: Given Sufficient Resources (continued)

which serves the area. The area supervisor is especially helpful to the university in selecting sites for off-campus graduate level courses and in encouraging enrollment.

The **university faculty** have primary responsibility to their institutions. Usually only one from each institution is active in all aspects of the state program. Each professor's participation in the network is dependent upon the attitude of his or her institution toward service, the services which the state director purchases or supports, and the extent to which the faculty member is willing to donate services beyond his institutional duties. His full involvement includes teaching both off-campus and on-campus courses, participation in state planning sessions, maintaining relations with the state area supervisor and participating in area in-service, and providing consultant services to the local programs of his service area. Faculty contact with local programs and classrooms has two advantages: it is a special aid for solving local problems and it educates the professor in the particular problems of his service area so he can tailor his course instruction to meet these known needs and concerns. He is in an especially favorable position to evaluate the ideas and products that he has disseminated.

Many professors establish graduate students in a special relationship to the state staff development program. They are valuable in following up and evaluating the consultating activities and in the library research necessary to the service activities of dissemination.

The **local trainers** are persons employed in local programs who have acquired special capabilities and the skills to teach them to others. Some of them attended national workshops and others were given special training in summer institutes provided by their state. Although local program responsibilities and duties restrict their use, they are effective in encouraging their co-workers to try new products and techniques. Generally, the greatest problem is freeing them from their primary assignment to participate with sufficient frequency in the full staff development program.

The **state planning committee** is composed of persons representing each training resource including the staff development specialist, state area supervisors, a faculty member (and sometimes his graduate student assistant) from each university program, selected local trainers, and selected local program coordinators and teachers. With membership of about 20 persons, the committee is small enough to be efficient and large enough to be accurate. The functions of this committee are to advise the state director on programs to recommend training content and activities, and to participate in the tasks of training and disseminating as assigned.

The Task of Dissemination

Literature and almost two years of practice in dissemination have identified nine interrelated but generally sequential tasks. Most of the tasks are logical activities and follow the work expectations and skill capabilities of each resource. Critical to the process are at least three points along the way when the state director must give a decision to proceed.

Determine needs and establish priorities. The types of materials, information, or techniques to be disseminated depend on the apparent needs of the intended user, whether expressed directly by him or as perceived by others. The selection also may depend on underlying problems, frequently not expressed, such as ineffective use of current products and techniques. Once needs are identified a decision must establish their priority, followed by the decision for action which must be made by the state director.

Informal lines of communication are most frequently used to identify needs and problems of teachers. The state department area supervisors and program specialists have direct and frequent contact with local programs. They maintain contact through attendance at workshops, on-site visits, and telephone calls. They talk to teachers and to supervisors about teacher and program needs. They are in a position to carry their perception of teacher needs to other department staff, to the university, and to the state planning committee. University

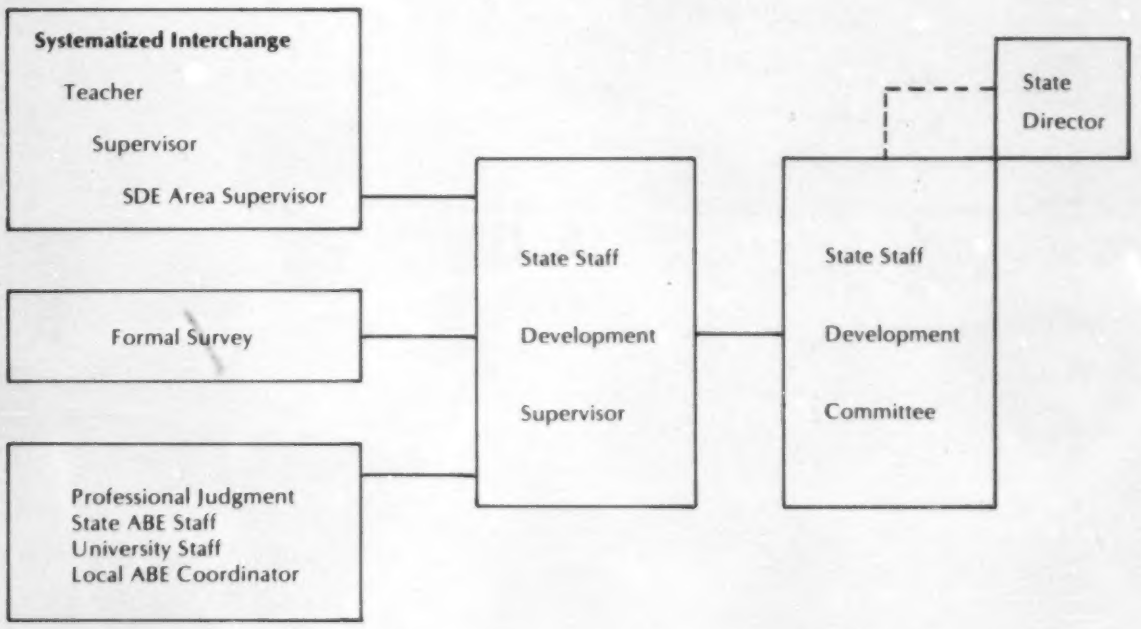
professors and their graduate student assistants travel to local programs as consultants, visit classes, and talk informally with coordinators and teachers. Also local staff enroll and react in their classrooms and frequently write term papers in areas of great concern. Observations from all of these sources are translated into statements of need to the planning committee, and their course content then reflects these experiences of the field.

Teachers and coordinators on the planning committee provide generalized statements need based on their own experiences and frequently provide more accurate interpretations to the statements of need which are made by state staff and professors.

Need surveys are frequently made by a questionnaire instrument, some with structured format and some for open-ended response. Another effective way of getting direct input from teachers and coordinators uses the in-service program itself: bring groups of local staff together to discuss their problems; record their discussion and analyze it for needs or use the graduate students to listen for needs and record them. A later in-service session then can be tailored to address the major needs of each group.

Once the needs are identified, priorities must be assigned. This can be most realistically accomplished through discussions in the planning committee. The next step is approval for action by the state director.

Flow chart for determining needs and setting priorities:



97

Dissemination: Given Sufficient Resources (continued)

Locate promising products. The search for products which may need identified needs should not be limited to one source, format, or geographic area. Information on products available locally and nationally is gathered from a variety of sources — commercial publishers, reports of research, local and national material banks and bibliographies, publications of research and development centers, laboratories, and experimental projects, and professional periodicals. Also much information comes across the administrator's desk or is viewed at professional conference exhibits.

Surveying the national scene is a normal chore of the university program staff as a part of their own efforts to stay up-to-date. Similar is the use of summer graduate credit institutes and courses to produce materials for the solution of field problems. The products of the efforts may be especially valuable because they were designed to meet known local needs and have a special identity with the client and with the program of the state.

When concerted searches for products are organized, a sub-committee of the planning committee, including both university and local program representation, can be assigned this responsibility.

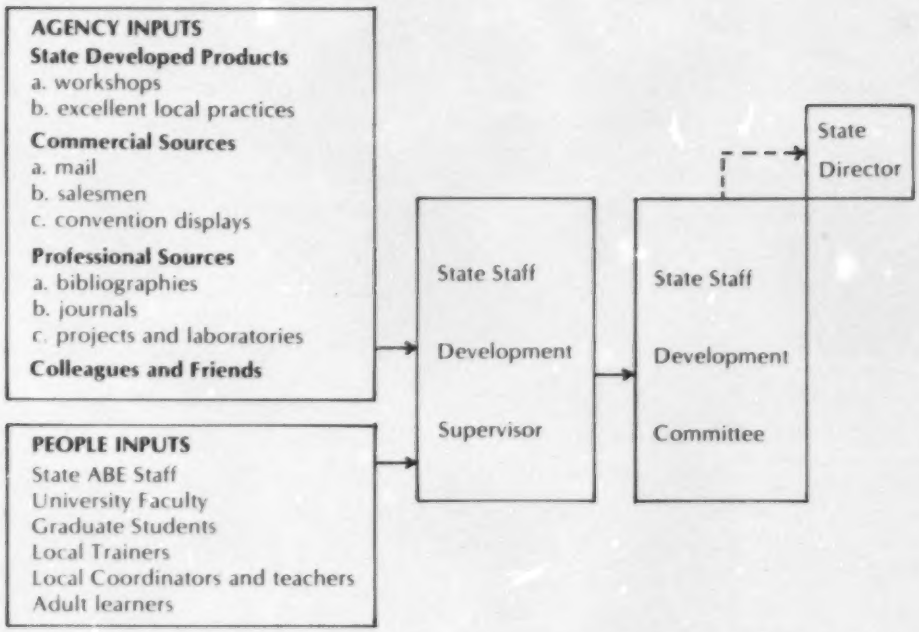
Set criteria for selection or specifications for development. The characteristics desired in products chosen to meet the needs are explicitly stated. If a product is to be developed locally, specifications are established which will help the developer (a group or individual) produce exactly what is needed. Factors to be considered may include the extent of training required, the cost of materials, the compatability of materials or techniques with those already in use, the complexity of materials, and their suitability for limited trial.

A conscious effort is desirable to define the characteristics of any materials to be disseminated. It will lessen the effects of good salesmanship techniques or attractive packaging and, in development efforts, will more closely tailor the product to the need. When selecting from a wide array of products or from a full bibliography, the selection will more likely be based on greater objectivity and made with finer discrimination.

Select, adapt, or develop the product. The vast array of nationally available products must be narrowed to those which most nearly fulfill the established criteria and are therefore most likely to meet the identified need. In many cases even those products meeting the criteria need modification to make them generally useful, or may have to be adapted for specific local purposes. Changes may involve reworking format, developing tests, rewriting objectives, and so on. A representative group is best assigned this task — teacher, state staff, and university can all make substantive input. In addition, other specialists from the media field or subject consultants can be added to the team. A usual approach is to appoint a team of teachers to modify or develop a product under the supervision of a state staff member and to provide them access to the university staff as consultants.

Once the product has been developed, or selected and modified, it should be submitted to the planning committee for approval and endorsement. The next step is approval for action by the state director.

Flow chart for locating, selecting, and modifying products:



Identify and alert the intended users. Some products may be delivered to all staff in the state while distribution of others may be limited for one reason or another. If the product is to be used by a limited group, the success of dissemination efforts may be influenced greatly by the types of locations or persons chosen and the way in which they are identified and selected. Whether the intended users are the entire state's ABE staff or only a part, successful dissemination or utilization may also depend on the procedures which are chosen to introduce the product and to alert users for future tryout and eventual adoption. The amount of interest generated by "awareness" information may suggest optional methods of dissemination.

In most product disseminations the ultimate user is the ABE teacher but the local coordinator also must be a recipient of all items of preparatory information and training. The coordinator's attitude is an important factor in implementation.

Whether or not the entire population of teachers and coordinators are to be reached depends on a combination of considerations and conditions, some of which are described here.

1. The suitability of the product. In terms of purpose and objectives, some products are more appropriate to a sub-group of teachers. Appropriateness depends mostly on a teacher's need for the type of product being disseminated, as perceived by the state staff or local coordinator.

2. The number of copies available. In many cases the number of copies which can be produced or purchased for distribution is insufficient for all who might use them. A decision as to who will receive the material under this condition should include two populations — those who would use it enthusiastically and those whose need is greatest.

3. State plan provisions for introducing new products. Limited distribution and training will occur when the state has a planned program for the gradual change of materials in statewide use. When this exists, all of the teachers and coordinators should receive the awareness information; and in some instances there may be value in giving them an opportunity to volunteer for initial use of the materials.

4. The amount of time required for training. Distribution of a product must always be governed by the extent of training required for implementing it. The number of hours available to teachers of adults is necessarily limited by scheduling, financial support, travel distance to training location, local administrative authorization, and so on. Intensive or extended training involves working out many problems far ahead of time.

5. The number of trainers available. There is an optimum number of teachers and coordinators who can be trained in a single session. Likewise, there is an optimum number of sessions that a competent trainer can service. Any dissemination effort must be realistically limited to the number of people who can be reasonably processed by the facilities available.

6. The method of dissemination inherent in the product. The nature of some products severely limit the variety of ways in which they can be disseminated, hence the number of people who can be reached. This is especially true when electronic equipment is involved or a great deal of expertise is needed by the disseminator. A product requiring one-to-one training poses special problems in statewide dissemination, and especially so if special equipment or techniques are needed.

Plan strategies and techniques. Methods and procedures used in dissemination fail or succeed according to their appropriateness for the audience for whom they are intended. They should be based on the characteristics of the users and on the types of presentations which are appropriate to them. In the way of techniques, one may tell, demonstrate, write, train, and so on. Strategies involve a knowledge of what will motivate the intended user or adopter. Persuasions may be worded to appeal to one or more motivating factors: value-based orientation; political, authoritarian, or economic interests; or psychological attractions.

Matching the characteristics of teacher-users with techniques or presentation is a sophisticated process. A usual procedure is to send out awareness information to individuals several times in advance of scheduled workshops for training. At the workshop presentations are made to the group, and group interaction is used to build up motivation. A special attempt should be made to get commitment from individuals through the group process. Much work remains to be done on analyzing the characteristics and motivations of the teachers who implement the product successfully.

Use of the planning committee in determining strategy and techniques is important. As a group their deliberations will uncover elements of local problems and characteristics which must be considered in the selection.

Obtain the product. Arrangements are made for purchasing, duplicating or otherwise obtaining the selected product in sufficient quantity to meet training needs and to supply all users. At times the entire product cannot be "packaged" as a unit and multiple, sequential deliveries must be made.

It might seem obvious that the product to be disseminated is obtained but the "lead-time" for ordering and shipping time, and funds; production or reproduction requires staff time in developing and approving copy, artisan time in production, delivery time and distribution time, and funds. All of these must be estimated during pre-planning.

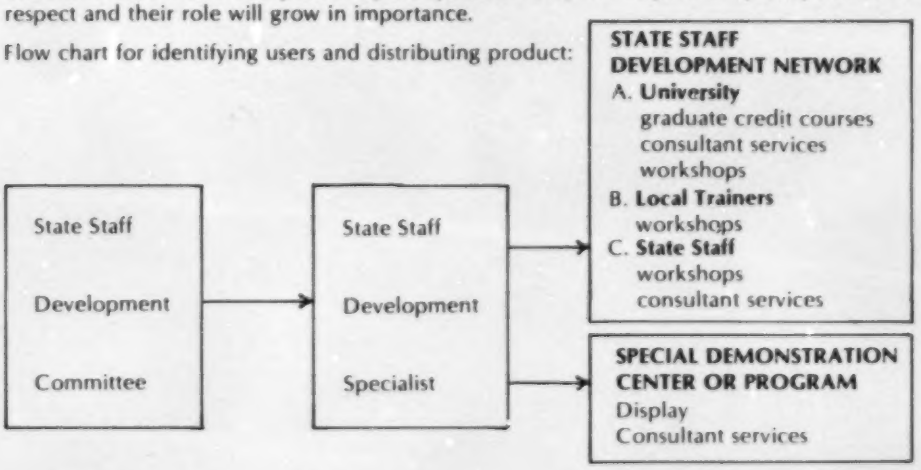
Distribute the product and/or provide training. Through various state channels the selected product and intended user are brought together. The strategies and techniques used should be especially suited to reach particular target groups and products. The factors which can influence the specific mode of dissemination chosen are (1) the staff development resources available, (2) the type of product, (3) the nature of the group, and (4) the expectations held for eventual adoption.

Inservice meetings and workshops fit into the training expectations of all adult educators and fit into the fiscal and human resource capabilities of the state program. These sessions reach large numbers of teachers and coordinators for staff development as well as for state administrative purposes. They can be scheduled so as to incorporate attendance of desirable size groups by combining districts, or so that the proper sub-groups of users are brought together statewide. Other channels of communication/dissemination can be:

1. Local trainer visits with teacher
2. Personal visits and individual contact by
   a. state staff
   b. university faculty
   c. other teachers and coordinators
   d. representatives of commercial companies
3. Open or closed circuit television
4. Demonstration centers, resource centers, or exemplary programs
5. Campus, off-campus credit courses and institutes offered by the university
6. Direct mail

A most effective system is one in which the state employs the university staff to train trainers and disseminators through summer institutes. These trainers are then available in sufficient numbers to participate in the initially scheduled training and are also available to provide supplementary training and appraisal to users within a reasonable distance and with sufficient frequency to enhance implementation. Another aid to supplementing the initial training is the use of one state staff member to acquire the special expertise necessary and devote his time to the implementation process. One person can initiate contact with a great number of users when this is a sole responsibility. As specialists they will acquire unique reputation and respect and their role will grow in importance.

Flow chart for identifying users and distributing product:



101

Assess and refine the dissemination system. Some kind of assessment should occur with each major component in the process. The information should be gathered from many sources and in many ways. Responses from each group participating in the activities are necessary for a complete overview — (state staff, university faculty, graduate students, local trainers, local coordinators and teachers, and students). Methods of data collection may include interviews, informal tests, rating scales, checklists and questionnaires, as well as less formal methods, such as casual observation and telephone conversation. Assessment, either formal or informal, may be accomplished by outside agents but also must be supplemented by persons from all of the resource groups. These assessments must be provided to the planning committee for free-wheeling discussion which can lead to changes and/or refinements in the dissemination activities and possibly in their sequence.

Summary

Successful, efficient dissemination in adult education takes a lot of people performing interrelated, sequential dissemination tasks and engaging in a number of training activities.

These resources: State ABE director, state staff development supervisor, state area supervisors, university professors and graduate students, local trainers, and local coordinators and teachers all have active individual tasks to perform. Also the state and university staff, together with selected local trainers, coordinators and teachers serve on a planning committee which provides advisory services to the state director.

The tasks of dissemination which they perform include: determining needs and setting priorities, locating products, setting criteria for selecting products, selecting and adapting products, preparing potential users, planning strategy and techniques of introduction, obtaining the product, distributing the product and providing training, and assessing the results.

The activities for training potential users include: local, area, and statewide workshops; on- and off-campus courses; summer institutes; consultant visits; demonstration centers; media; and direct mail.

Epilogue

Adult education alone, among the several areas and disciplines in the total educational enterprise, has survived and evolved over time without benefit of a significant academic base located in traditional colleges and universities. This condition proceeds from several fairly obvious factors that should be discussed elsewhere but one single result warrants immediate attention.

A strong academic base makes a variety of contributions to any professional field. The most significant, however, though often not recognized, is that of providing a national and even international system of information dissemination and exchange among the common fellowship. That fellowship builds on its own resources in a sharing of learning, criticism, evaluation and develops multi-faceted media of exchange including journals, newsletters, personal correspondence, reciprocal consultation, monographs, national meetings, dispersal of graduates, personal interaction and academic migration.

The system is maintained and fed by ongoing institutional resources of the colleges and universities, not relying on federal funding for existence. Faculty salaries are paid, research is sponsored, graduate assistants subsidized, travel is provided to professional meetings, publications underwritten and new courses and degrees developed to draw additional students to the field. Practitioners are trained and credentialled within the system and continue to draw on its resources throughout their productive career.

Because adult education draws most of its practitioners from amateur ranks — persons not usually pre-trained in the professional field — there has been little or no imperative for establishing a strong academic base or system. Academic credentials in adult education have been of minor consequence and, as a result, the field has suffered. It has suffered from its practice in isolation, with a lack of identity and, generally, without benefit of the fertilization that professional interaction provides.

For three brief years, 1972-1975, the nucleus of a system, intended to develop and promote training and professionalism in ABE/GED, was established by the U.S. Office of Education. Staff Development Centers in each of the ten HEW Regions were funded to encourage and coordinate efforts by states in the training of adult educators. The clients were teachers and administrators in state and local program agencies. In addition, colleges and universities were supported with funds for staffing and developing professional academic programs for these adult educators.

The Staff Development Centers broke the isolation of individual states in the training of adult education practitioners and the system was completed with the establishing of the Center for Resource Development (CRD) at the University of Missouri-Kansas City.

In a voluntary program of participation, the Center brought together the directors of the regional projects in periodic seminars to discuss common problems, exchange ideas and exhibit materials and program products. Resource persons from numerous projects across the country were invited to make presentations and disseminate information about their research and development activities. The Center also disseminated information about its own studies and performed a variety of requested services to the several regions and states.

The system was developed to bring states together through regional cooperation and regions together through the efforts of the National Center for Resource Development. Potentially, every local ABE/GED program in the nation has access to and was a part of the total network.

Although the system never achieved full fruition its potential was demonstrated. It collapsed when discretionary funds of the USOE Division of Adult Education were collected and dispersed directly to the states in July 1975 as a result of Congressional action.

A portion of the system survives in three regions in which the states have agreed to support a central regional agency. Other residue resides within individuals, who having grown accustomed to the benefit of access to inter-state and national resources, continue to call upon those resources on a personal basis.

In addition, a number of colleges and universities are maintaining both faculty and programs which were begun under the regional projects. Others, of course, have been permitted to die but there remains now a substantially larger number of academicians, experienced in adult education, than was the case before the regional projects began.

While the quantifiable benefits to the field may be viewed, on the one hand, as minimal, the regional experiment demonstrated the usefulness of such a national system to the development of professional adult education. Its demise will certainly point up the loss of benefits which adult education suffers uniquely in the field of education. Until such a system is in place, adult education will remain marginal, little recognized by other professionals in education and knowing, in fact, little of itself.

George E. Spear
Director, Center for Resource
Development, and Associate Dean
of Education for Continuing Education,
School of Education,
University of Missouri-Kansas City.

References

Adkins, Winthrop R. "Life Coping Skills: A Fifth Curriculum," *Teachers College Record* 75 (May, 1974), 507-526.

Adult Performance Level Project Staff. *The Adult Performance Level Study.*

Blakely, Millard L., Johns, Irwin R. and Schroeder, Wayne L. "The Case of The Self-fulfilling Prophecy." *Adult Leadership*, 21 (December, 1971), 225-226.

Biddle, Bruce J. and Adams, Raymond S. "Teacher Behavior in the Classroom Context" in *Instruction: Some Contemporary Viewpoints* edited by Laurence Siegel. San Francisco: Chandler Publishing Company, 1967, pp. 99-139.

Davison, Catherine. "Training Needs of Instructors in Adult Basic Education Programs in British Columbia." Vancouver: Adult Education Research Center, 1970.

DeSanctis, Vincent. "Adult Basic Education Teacher Training: Some Underlying Assumptions." Paper presented at the ABE/ESL Workshop, University of Wisconsin-Milwaukee, August, 1974 (Mimeographed.)

_____. "Staff Development in Adult Education," (in this book).

Elam, Stanley. *Performance-Based Teacher Education: What Is The State of The Art?* Washington, D.C.: American Association of Colleges of Teacher Education, 1971.

Falcone, Margaret. Coordinator. "Competency-Based Certification Project for Adult Educators," Second Interim Report. New Jersey State Department of Education and HEW Region II Staff Development Project, May, 1974. (Mimeographed.)

Federal Register, Department of Health, Education, Welfare — Office of Education, Vol. 40, No. 79, Part II, Wednesday, April 23, 1975.

Fenn, Norman Edgar, Jr. "The Identification of Competencies Pertinent to the Certification of Teachers in Adult Basic Education." Unpublished Ph.D. Dissertation. The Florida State University, 1972.

Ganeles, D. "Competency Based Preparation Programs For Teachers of Adults," *Adult Leadership*. 1974, 23 (6), 187-89.

Handley, Cathy. "Get Rid of Your Bad Telephone Habits," *Nation's Business*. May, 1975.

Havelock, Ronald G., and Mary C. Havelock. *Training for Change Agents*. Ann Arbor: The University of Michigan, 1973.

Reference (continued)

Hirschowitz, Ralph G. "The Development of Staff for Institutional Change," *Adult Leadership*. January, 1975, 23, 211-213.

Hoffman, Hy and Pagano, Jules. *A New Conceptual Model For Adult Basic Education Staff Training With Applications to Corrections, New Careers and Migrant Education.* Washington: The Adult Education Association of the U.S.A., 1971.

Houston, W. R., and Howsam, R. B. *Competency-based Teacher Education: Progress, Problems, and Prospects.* Chicago: Science Research Associates, Inc., 1972.

Jackson, Vivian. *Task Analysis: A Systematic Approach to Designing New Career Programs.* New York: New Career Training Laboratory, NYU, 1971.

Kidd, Roby. *How Adults Learn*, Revised Edition. New York: Association Press, 1974.

Kozell, Charles. *Response to Need: A Case Study of Adult Education Graduate Program Development in the Southeast.* Occasional Paper, No. 28. Syracuse: Publications in Continuing Education, Syracuse University, 1972.

Knowles, M. S. *The Modern Practice of Adult Education.* New York: Association Press, 1972.

Kreitlow, B., and Kreitlow, D. *External Evaluation of Project ACT.* June, 1974.

Lippitt, Gordon L. *Organizational Renewal.* New York: Appleton-Century-Crofts, 1969.

Marcano-Blanco, Rafael. "Training Interest, Importance Given to Training, and Other Related Factors in Adult Education in Public Agencies of Puerto Rico." Unpublished Ed.D. Dissertation. Indiana University, 1965.

McGregor, Douglas. *The Human Side of Enterprise.* New York: McGraw-Hill, 1960.

Mocker, Donald W. "The Identification, Classification, and Ranking of Knowledges, Behaviors, and Attitudes Appropriate for Adult Basic Education Teachers." Unpublished Doctoral dissertation, State University of New York at Albany, 1974.

Murphy, Jerome T. *State Education Agencies and Discretionary Funds.* Lexington, Massachusetts: D. C. Heath & Co., 1974.

Picogna, Joseph L. and Havrilesky, Catherine. "What Makes E.S.L. Students Talk: A Feedback System For Teachers," Paper presented at the ABE/ESL Workshop, University of Wisconsin-Milwaukee, August, 1974 (Mimeographed).

Rist, Ray C. *The Urban School: A Factory for Failure.* Cambridge, Massachusetts: The MIT Press, 1973.

Rogers, Carl R. *Freedom to Learn*. Columbus, Ohio: Charles E. Merrill Publishing Co., 1969.

Rogers, Everett M. *Diffusion of Innovations*. New York: The Free Press of Glencoe, Inc., 1962.

Sanders, H. C. (ed.) *The Cooperative Extension Service*. New Jersey: Prentice-Hall, 1966.

_____. Theory Into Practice. Vol. XIII (June, 1974), special edition.

Schmieder, Allen A. "Profile of the States In Competency-based Education." *PBTE* 3 (November, 1974) 1-24.

Smith, Richard L. "A Study to Determine The Perceptions of the Competencies Needed by Adult Basic Education Teachers." Unpublished Ed.D. Dissertation. Oregon State University, 1972.

Summerfield, Harry L. *Power and Process: The Formulation and Limits of Federal Educational Policy*. Berkeley: McCutchan Publishing Corporation, 1974.

Tiscornia, Joseph, Taschler, Kathryn, and Schifano, Patrick. "Regional Institute For the Training of Teachers of English As a Second Language to Adult Education Resource Center, 1972 (Mimeographed).

Tough, Allen. *The Adult's Learning Projects*. Toronto: The Ontario Institute for Studies in Education, 1971.

Townsend, Robert C. *Up The Organization*. New York, New York: Alfred A. Knopf, 1970.

Ulmer, Curtis. "Remediation As A Lifelong Learning Activity." *Journal of Research and Development in Education 7* (Summer, 1974), 45-46.

U. S. Commission on Civil Rights. *The Federal Civil Rights Enforcement Effort 1974*. Vol. III, *To Ensure Equal Educational Opportunity*. Washington, D.C.: U. S. Commission on Civil Rights, January, 1975.

Wass, H., and Combs, A. W. "Humanizing The Education of Teachers," *Learning: An Individual Experience*. Ohio State, *Theory Into Practice* series, 1974, 12 (2), 123-29.

Worthington, Robert. "Teacher Training Priorities for Fiscal Year 1972." Policy Paper — AVT (A) 72-3, October 13, 1971.

Zinn, Lorraine. *Adult Basic Education Teacher Competency Inventory — Virgin Islands*. Kansas City: Center for Resource Development in Adult Education, University of Missouri-Kansas City, March, 1975.